

*Local Park & Recreation Agencies  
in California –*

# A 1987 SURVEY

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*April 1988*

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This report is an element of the California Outdoor Recreation Planning Program, formulated under the provisions of Chapter 5099 of the California Public Resources Code.

**DEPARTMENT OF PARKS AND RECREATION**P.O. BOX 942896  
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April 15, 1988

To the Reader:

This department is pleased to publish the results of its 1987 survey of California's more than 600 local government park and recreation agencies. This study provides comprehensive information on the landholdings, usage, funding, and staffing devoted to parks and recreation by these diverse cities, counties, and special districts. These local agencies together provide the majority of the outdoor recreation opportunities enjoyed each year by California's more than 28 million citizens.

This survey shows the astonishing scale of local government's post-Proposition 13 efforts in the park and recreation field. With a total annual budget of almost \$1.18 billion and a staff in excess of 26,500 men and women, these agencies maintain 568,000 acres of park land and accommodate more than 439 million recreation visits. This is a tremendous achievement in public service.

The survey identified a number of significant facts and trends. During the last five years, the total budget of all local park and recreation agencies grew 55%, the equivalent of 18% in inflation-adjusted dollars. This increase was uneven, however with expenditures for programming and facility rehabilitation growing, while those for new facility development actually declined. At the same time, there were substantial increases in part-time staffing and in the use of volunteers.

When the survey asked about their agency's future concerns, local park and recreation administrators overwhelmingly put the lack of adequate funding as the single most critical issue. Other major concerns were the need to maintain their existing park infrastructure and the difficulty in obtaining adequate liability insurance. Chapter III explores such matters in great detail.

Awareness is growing that many local jurisdictions are approaching the spending ceilings imposed by the Gann Initiative, Proposition 4 of 1979. As the budget competition within each local jurisdiction continues to increase, the viability of its park and recreation programs will be placed in increasing jeopardy.

The state is seriously concerned about the future of public park and recreation agencies at the local level. We believe that healthy city, county, and district park and recreation systems are critical to the public welfare, to our economic well-being, and to our overall quality of life. With this survey to assess the current situation and to examine the problems that face us, we can all work together to provide a better future for all Californians.

Henry R. Agonias  
Director



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An Element of the California Outdoor Recreation Planning Program



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## *Summary*

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Early in 1987, the California Department of Parks and Recreation made a direct mail survey of the cities, counties, and selected special districts throughout the state. The purpose was to obtain basic information about the level and status of the public park and recreation services provided by these more than 600 agencies of local government.

Eighty-five percent of the surveyed cities, counties, and park and recreation districts responded in full. These returns were statistically enhanced to provide data that would validly represent all of the state's local jurisdictions that provide park and recreation services — 417 cities, 53 counties, and 166 special districts.

This study contains census-quality information on the status of park and recreation services provided by local government in California in the post-Proposition 13 era. There are specific data on the total number of local parks, park acreage, and the annual visitor use of those facilities, as well as a detailed view of the funding and personnel aspects of the park and recreation agencies themselves. In addition, the study provides information on agency administrators' views of the issues of most concern to their organizations and their profession. All data were obtained for the 1985-86 fiscal year. Budget and personnel data were also collected for 1980-81.

The major statistical findings of this survey can be summarized as follows:

- In California, 636 local agencies of government provide public park and recreation services. Together, they own or operate 7,738 park and recreation areas, which cover a total of more than 568,000 acres. Cities manage the largest share of the parks (71%) and the smallest share of land (23%). Counties account for nearly half (45%) of all local government parklands.
- These local facilities accommodated a total of more than 439 million visits during the 1985-86 fiscal year. City parks hosted slightly more than 60% of these visits, while just over a quarter took place at facilities administered by special districts.
- The budgets of these local park and recreation agencies totaled almost \$1.18 billion in fiscal year 1985-86. This represents a dollar growth of 55% over the previous five years. However, when this period's inflation is taken into account, the real growth in these agencies' total budgets was just under 18%, or about 3.5% per year.
- Of the local park and recreation agency funds spent in 1985-86, more than two-thirds were spent by city agencies. Over the previous five years, the budgets of city agencies grew more than 25% in inflation-adjusted dollars, while those of the districts grew only 13.3%. Those of the counties shrank by 3.1%.
- In 1985-86, the park and recreation function accounted for 5.0% of the total budgets of all of California's cities. It received 1.3% of the counties' total budgets, and 1.6% of the budgets of special districts.
- Between fiscal year 1980-81 and 1985-86, local park and recreation agency expenditures for operations grew faster than did those for capital outlay.

- In the former year, 66.3% of all agency funds went to operations. Five years later, this share had grown to 69.3%.
- Of these agencies' two major operational functions — park operations and recreation programs — park operations took two-thirds of the total operational budget. Over the five-year period, however, the budget for recreation programming, increasingly fee supported, grew at double the rate of that for park operations.
  - The local park and recreation agency operations costs per visitor were \$2.30 for cities, \$3.09 for counties, and \$0.93 for special districts. The agencies' annual operations costs, on a per resident basis, were \$27.21 for cities, \$6.91 for counties, and \$4.85 for special districts.
  - Of these agencies' three major capital outlay functions — acquisition, new development, and rehabilitation — new development took roughly half the funds, with the remainder divided almost equally between acquisition and rehabilitation. But in terms of growth over the five-year period in inflation-adjusted dollars, rehabilitation grew 47.6%, acquisition increased 6.8%, while funds spent on new development declined by 3.4%.
  - In 1985-86, cities spent nearly three-quarters of all local agency capital outlay money, with the rest split almost equally between counties and districts. In inflation-adjusted dollars, city park and recreation budgets for this function had increased 27% over the five-year period, while those of the districts declined 15% and counties had been reduced by 33%.
  - Almost two-thirds of these agencies' capital outlay money was provided by the local jurisdictions themselves, with federal and state funding furnishing almost all of the remainder, in nearly equal measure. Increased local jurisdiction funding (in inflation-adjusted dollars) during the five-year period compensated for a substantial reduction in federal grants. During this period, state grants held constant, while private sources, always a small amount, declined by a third.
  - Local government park and recreation agency revenue generation — funds earned through fees, charges, concessions, and the like — totaled just over \$200 million in 1985-86, an increase in inflation-adjusted dollars of more than 41% over the five-year period.
  - In 1985-86, the revenues generated by local agencies equaled 23.6% of their operating costs. This is a modest gain over the 21.4% figure recorded for 1980-81.
  - During 1985-86, local agencies employed 16,542 full-time staff people and, in terms of full-time equivalents, had 10,312 positions in the ranks of part-time paid employees. Over the five-year period, full-time staffing grew 8.8%, while part-time staffing grew 30.7%.
  - More than seven out of ten paid local park and recreation employees work for city agencies, with the remainder almost evenly split between counties and districts. Over the five-year period, district staffs grew at a greater rate than cities or counties. County staffs actually declined in terms of full-time staff.
  - Local park and recreation agencies made substantial use of volunteers, with an equivalent of 6,381 full-time positions recorded in 1985-86. This represents an increase of more than 54% over the five-year period. Cities utilized two-thirds of all volunteers, but the highest rate of growth in volunteer usage (156%) was by county agencies.
  - When asked what were the most critical issues facing their agency during the coming five years, local park and recreation administrators responded with the following as the top five. The numerical score indicates their relative importance.

<i>Issue</i>	<i>Score</i>
Declining public funds . . . . .	100
Increasing liability insurance costs. . . . .	48
Development of new parks and need for park acquisition. . . . .	40
Deteriorating park and recreation areas and facilities . . . . .	35
Provide special-use recreation opportunities and facilities . . . . .	31

In addition to developing this strictly factual information, the department's survey staff made a substantial effort to explain and interpret the study's findings. The objective was to determine what underlying currents — social, economic, and political — might explain the circumstances portrayed by the survey statistics.

Because it is based largely on personal experience and opinion, subjective information rather than the empirical survey data, the information that interprets the survey findings is not included in this summary. This information is provided at length in Chapter III. This material should be carefully read, as it provides important and useful information that explains, qualifies, expands, and limits the meaning that underlies the summary figures that have just been presented.

However, two points from Chapter III — two caveats about the study as a whole — should be mentioned here. The first is that the funding and staffing gains recorded during the five-year survey period probably would not appear to be as impressive if they could be held up against the substantial but unmeasured losses that had occurred earlier, at the end of the 1970s.

These reductions in funding and staffing, and thus of park and recreation services delivered, came as the result of a number of factors. The most famous, and probably the most important was the passage of Proposition 13, which substantially cut back the property tax revenues of local government. Contributing factors included the terminations of the federal

CETA and revenue-sharing programs, which had greatly benefited local agencies. Also over this period the federal Land and Water Conservation Fund was greatly reduced. Two other detrimental circumstances of the period were double-digit inflation and the even greater increases in land acquisition costs. All these factors combined to make 1978-79 and the next few post Proposition 13 years extremely difficult for local government park and recreation agencies throughout the state.

The second caveat is that readers of this report should use great caution if they attempt to assess individual agencies or situations by comparing them to the grand totals and broad-scale generalities produced by this statewide, census-type survey. Although this study shows, for example, that cities as a group have done relatively well and that counties together have fared somewhat poorly during the past five years, there are certainly exceptions to both situations. In general, this survey and its data simply provide a factual, point-in-time picture of the current statewide situation, and readers should be careful not to draw inferences that are not fully warranted by the nature and substance of the data.











## Chapter I *Background and Methodology*

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### **Background**

Recreation is a major ingredient of the California life-style. Over the course of the year, the state's more than 28 million residents and its many visitors will engage in roughly 2.7 billion participation-days of recreation outside the home. A substantial share of this activity takes place in public park and recreation facilities operated by a host of government agencies and supported largely through tax dollars. A recent survey indicated that nearly 70% of all Californians consider these parklands and facilities to be important or very important to their way of life.

A small number of state and federal agencies provide a portion of the publicly funded areas and facilities sought and used by recreationists. In general, these lands and developments are large in scale, located at some distance from population centers, and get only moderate use except at peak periods, such as summertime and holidays. National and state parks, national forests, and federal desert lands characterize the recreation areas and opportunities of this sort.

In contrast, quite a large number of local government jurisdictions together use a much smaller land base to provide the majority of California's publicly supported park and recreation opportunities. In general, local government park and recreation areas are relatively small in size, tend to be in and near the densely populated areas where most recreationists live, and often are heavily used throughout the year. Playgrounds, playfields, and regional parks characterize the parklands and recreational facilities provided by local government.

In California, local park and recreation services are provided by three basic types of government jurisdictions — cities, counties, and special districts. The general nature of the state's 58 counties and 444 cities is well known. Both types of jurisdictions provide a wide range of public services — health, safety, welfare, public works — to all who live within their boundaries. The provision of park and recreation opportunities is a specific function in all but a very few of these jurisdictions.

Special districts are another matter. Each of these jurisdictions offers only a specific and limited range of public services. At this time, California has 116 districts that provide park and recreation services only. There are another 190 special districts permitted to provide park and recreation services in addition to their major functions, which can range from providing municipal power to furnishing water for agricultural irrigation. Only a fraction of this latter group does in fact provide park and recreation services.

Because of the difference in purpose, funding, and the physical scale of cities, counties, and special districts, the park and recreation services provided by each differ in many ways. Recognizing the limitations inherent in generalizations, the park and recreation offerings of each type of jurisdiction may be characterized as follows:

Cities -	Cities generally provide highly developed facilities and programs in neighborhood and community park settings. Usage tends to be intense, and
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many leader-directed programs are offered. Large cities may provide certain regional facilities such as museums, and zoos, cultural and sports complexes, as well as a few larger parks.

**Counties -** Counties generally provide large, moderately developed regional parks. Rural or semi-rural in location, they often are oriented toward natural resources. They provide few leader-directed programs, tending to focus on such things as special events and interpretation. The more urbanized counties may provide regional sports facilities, golf courses, trail systems, and nature centers.

**Districts -** Special districts generally provide the sort of facilities and programs offered by cities, with a fairly high level of facility development and a good deal of leader-directed programming. Such districts are created in urbanized but unincorporated areas, where the residents seek city types of services not provided by the county.

Prior to the survey described in this report, there existed virtually no systematic or comprehensive data describing the public park and recreation agencies operating at the city, county, and district levels. This department's 1976 survey of California's local park and recreation agencies was limited largely to a detailed enumeration of their facilities. Information on local park agency budgets is collected annually by the Office of the State Controller, but unfortunately it suffers from periodic methodological changes that make

useful data series impossible to develop. Lastly, the nationwide Municipal and County Parks and Recreation Study (MACPARS) of local park and recreation agencies, done in 1986, was very incomplete in its coverage within California, and thus was of limited usefulness.

The objective of the present survey, then, was to provide a contemporary, fully accurate data base that would contain a broad range of basic information on the status of local government park and recreation agencies throughout California. It was to provide a detailed, point-in-time view of the single most important source of California's publicly provided recreation opportunities. Besides providing a single-year benchmark against which all future studies could be measured, it was also to provide information on five-year data trends in two critical areas — budgets and personnel. In addition to seeking statistical information on such matters as acreage, budgets, and staffing, the survey also sought agency administrators' views on the nature and importance of those issues that were most critical to their agencies and their profession.

Beyond being a compilation and analysis of basic factual data, this report provides an evaluation and interpretation of the findings in terms of the social, economic, and political currents that exist in California today. These more subjective materials appear in Chapter III, separate from the basic statistical survey data results.

It is hoped that this survey will be of value to local agency park and recreation professionals, particularly at the managerial and administrative levels. It should also be of value to political decision-makers responsible for determining park and recreation agency budgets. It may also be of value to recreation and conservation organizations, academicians, and concerned citizens who wish to understand the most current assessment of the situation and underlying trends in the local government park and recreation field in California.

## Methodology

The survey of California's local park and recreation agencies was conducted in a straightforward manner. The questionnaire's 22 questions encompassed three major areas of inquiry:

1. The extent, scope, and usage of the agency's park system;
2. The budgetary and personnel resources that support the park and recreation agency's activities; and
3. The respondent's judgment as to the most critical issues currently facing the agency.

The survey questionnaire was intentionally made brief to elicit the maximum level of response. Early drafts were tested with selected agencies to ensure their clarity and relevance. A copy of the final questionnaire appears in Appendix A.

This questionnaire was sent to 669 of the 808 local government jurisdictions that might possibly have had an active, full-time park and recreation function. The recipient list, prepared by the department's Local Assistance Section, excluded cities known to lack a park and recreation function and omitted inactive park and recreation districts. It also excluded a large number of special districts ("other districts" in table B-1, in Appendix B) where parks and recreation was a optional function that was not, in fact, currently being under-taken.

Intensive follow-up, as necessary, included as many as three subsequent mailed reminders and three phone calls per jurisdiction. For those jurisdictions with active park and recreation agencies there was an overall return rate of 85%. Those jurisdictions represented perhaps 95% of the total California population.

Returned questionnaires were examined for completeness and to identify any potential problems or anomalies that might exist in the responses. In such cases, the respondent agencies were phoned and

asked to provide missing data or to confirm the validity of the questioned response.

Based on the information derived from the reviewed and accepted questionnaires, additional data were carefully generated to statistically represent the jurisdictions that did not respond. The combined data set that was produced fully represents all 636 local government jurisdictions currently providing public park and recreation services in the state. A more detailed explanation of this and other aspects of the study methodology appears in Appendix B.

The final, complete data set was then worked to provide 1985-86 data for all areas of inquiry, as well as 1980-81 data and five-year comparisons for budgetary and personnel topics. All categories of information were examined separately for cities, counties, and special districts, as well as for all agencies combined.

A substantial effort was made to interpret the statistical results of the survey. The purpose was to determine what social, economic, and political factors had underlain the history of the last five years and to estimate how these factors might provide some idea of future trends in local park and recreation affairs. To develop such information the survey staff held intensive two-hour discussions with three different groups of individuals, carefully selected from among the most involved and well-informed administrators from cities, counties, and park and recreation districts throughout the state. This qualitative information was evaluated and synthesized by staff.

An important methodological note: the five-year budget changes are usually portrayed in two ways, in "current dollars" and "real dollars." The former uses the actual dollar figures for the two years of 1980-81 and 1985-86, the figures that appear in the agencies' budget documents. The latter approach reduced the 1985-86 dollar figures by the level of inflation (31.8%) experienced over the five-year

period. This calculation shows the reduced purchasing power of the 1985-86 dollars (thus "real dollars") rather than the actual dollars. This approach, which adjusts the data for inflation, clearly portrays the reality of an agency that, for instance, received a 32% budget increase over the period, but was, in fact, barely holding even financially, rather than making any actual gain.

The meaning and use of the concept of "real" dollars is illustrated in the illustration below.

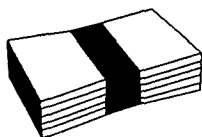
Finally, it should be noted that population growth, like inflation, is a factor that affects the usefulness of any given budget. The statewide population increase over the five-year period of this survey was 10.9%, a figure that varied considerably from one jurisdiction to the next. Where the rate of population growth exceeds that of budget growth, an agency loses ground. This study does not consider the impact of population growth on the effectiveness of agency budgets.

## An Example of Inflation's Effect

31.8% Inflation From FY 80/81 to FY 85/86

If-

Your Budget In  
FY 80/81  
Was

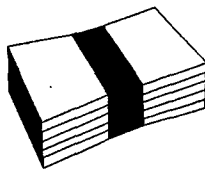


\$1.00 Million

" Current  
Dollars "

And-

Your Budget In  
FY 85/86  
Grew To



\$1.15 Million

" Current  
Dollars "

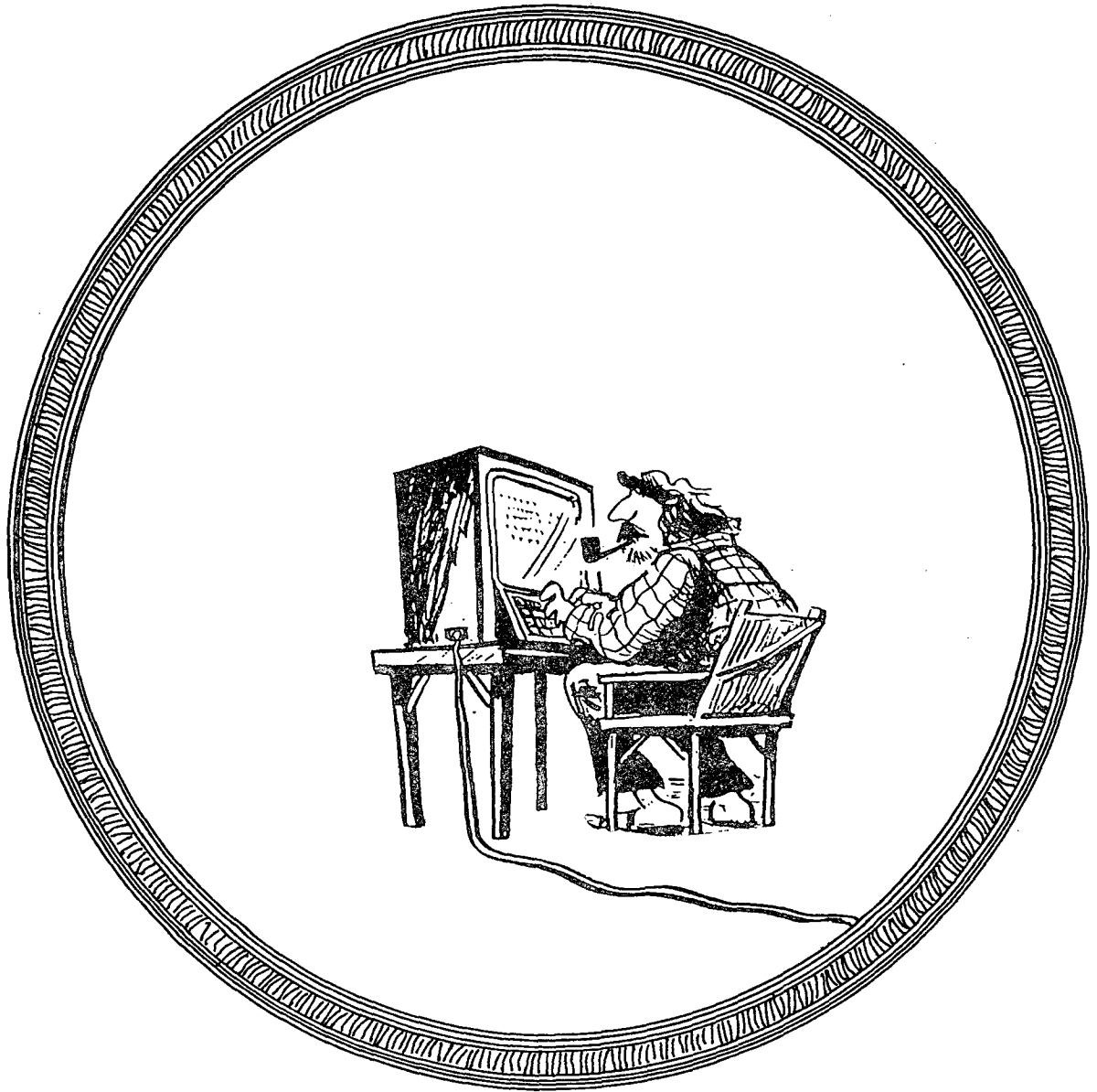
Then-

Your FY 85/86  
Spending Power  
In Terms of  
FY 80/81 Dollars  
Was Only



\$0.87 Million

" Real Dollars "  
(Adjusted for  
Inflation)







## Chapter II *Findings*

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This chapter presents the major statistical findings developed in the local government park and recreation agency survey. Definitive information is provided on the scope and usage of local park systems, on the funding and staffing of these systems, and on the issues that face the administrators of these lands, facilities, and programs. For all topics, there is information for the survey year of 1985-86. For funding and staffing, there is also data for 1980-81, as well as for trends over the five-year period.

This basic information is presented in numerical form in a series of 14 tables. Fourteen supplementary exhibits show selected relationships between data drawn from the tables, as well as from other sources. The accompanying text highlights major facts revealed in both the tables and the exhibits.

### A. Park Systems Scope and Usage

The total number of parks and the number of acres they encompass are the most elementary indicators of the overall magnitude of the local agency park systems' collective infrastructure. They are key measures of this infrastructure's ultimate ability to provide recreation opportunities to the public. These figures, combined with information on estimated park usage and the total population of the local jurisdictions, appear in Table 1.

The sheer magnitude of the figures is impressive. Throughout California, 636 local park and recreation agencies manage 7,738 parks, which together encompass more than half a million acres of recreation lands. These lands are the sites of almost 440 million recreation visits a year, more than 16 visits per year for every man,

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TABLE 1  
LOCAL PARK SYSTEMS: SCOPE AND USAGE

	Statewide	Cities	Counties	Districts
Number of Jurisdictions With Park and Recreation Function	636	417	53	166
Number of Parks	7,738	5,489	1,170	1,079
Number of Acres for Recreation	568,348	129,023	256,552	82,773
Annual Attendance or Visits (in millions)	439.6	265.3	54.4	119.8
Annual Attendance Per Acre	774	2,057	213	656
Average Park Size (acres/park)	73	24	219	169
No. Parks Per 10,000 Residents	2.9	2.8	0.5	0.5
No. Park Acres Per 10,000 Residents	213	65	105	
Park Visits per Resident	16.5	13.4	2.2	5.3

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*These figures do not  
include State or Federal Parks 7*

woman, and child in California.

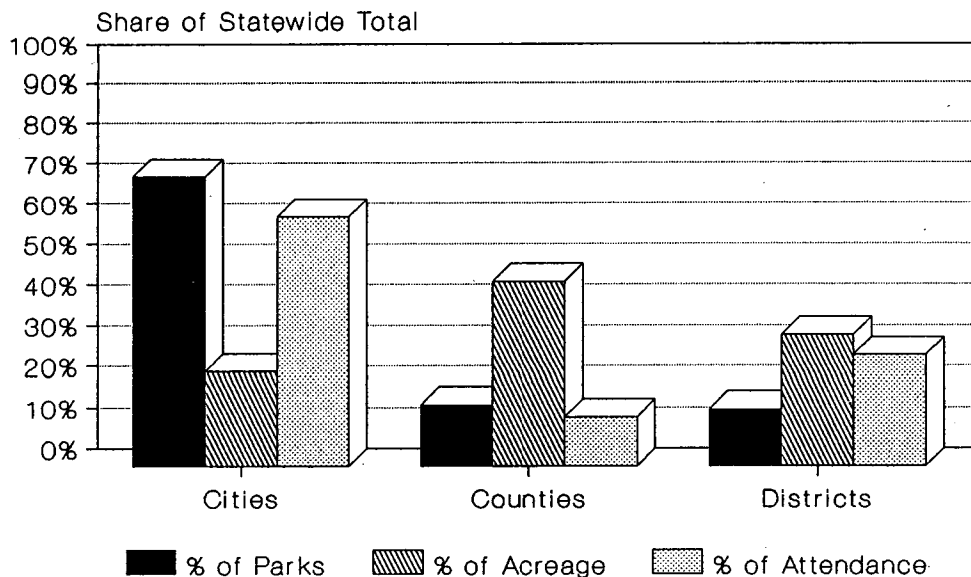
Exhibit 1 graphically shows the comparative distribution of parks, park acreage, and park usage among the three types of jurisdictions. City park systems accommodate 61% of all local park use in 71% of all local parks which, however, contain less than a quarter of all local parkland. Compared to counties and special districts, city parks tend to be smaller, more numerous, and more heavily used. The remaining number of local parks are divided almost equally between counties and special districts. County parks tend to be larger and less intensely used than those managed by the districts.

The comparative intensity of local

park use is graphically portrayed in Exhibit 2. In terms of annual visits per acre, city parks accommodate more than three times the usage of special district parks, and more than nine times the usage of county parks. This reflects the very different nature and function of the three types of park systems. City parks tend to be intensively developed and located in heavily populated areas. In contrast, district and, particularly, county parks tend to be in less heavily populated areas and are more lightly developed for those kinds of activities that require fewer facilities and more open lands. County park systems often include watershed protection and open space preservation among their objectives.

## EXHIBIT 1

### Relative Shares: Parks, Park Acreage, and Attendance

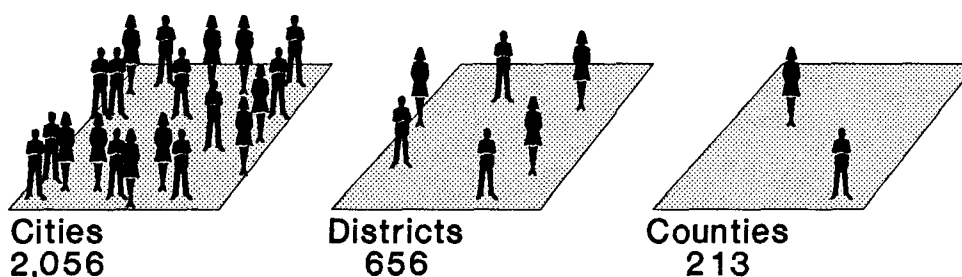




## EXHIBIT 2

# Intensity of Local Park Use California - 1987

Annual Visits Per Acre



### B. Funding Local Park and Recreation Systems

Funding is perhaps the single best measure of the health of a local park and recreation agency. Although portrayed in the single dimension of dollars, budgets in fact represent the full range of resources — personnel, land, facilities, and equipment — that together produce the recreation opportunities made available to the public.

Information on local agency funding was obtained for five basic components of the typical budget. Two were the basic operations and the programming components of the agency's operations budget.

The other three were the land acquisition, facility development, and facility rehabilitation components that together make up the capital outlay budget.

This information was obtained for the 1985-86 survey year and fiscal year 1980-81, five years earlier. These two data sets provide not only absolute figures, but also permit the calculation of trends over the recent past. Some of these trends are downward, resulting in negative figures for the five-year period. In the tables that follow, negative figures are indicated by parentheses. In Table 2, for example, (3.1%) indicates a decline of 3.1% over the period.

In addition to this basic expenditure

**TABLE 2**  
**LOCAL PARK AND RECREATION AGENCIES' TOTAL BUDGET**  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980/81	\$ 759.3	\$485.0	\$169.7	\$104.6
FY 1985/86	\$1,179.7	\$806.6	\$216.8	\$156.2
Change Over Five Years	\$ 420.4	\$321.6	\$ 47.1	\$ 56.6
Percent Change - Current Dollars	55.4%	66.3%	27.7%	49.4%
Percent Change Real Dollars (adjusted)	17.9%	26.2%	(3.1%)	13.3%

data, information was obtained for two very important sources of this funding. The survey provides data on the income earned by agencies through fees and other revenue generation efforts, as well as on their four main sources of capital outlay funding.

Table 2 shows the total budget expenditures of every local jurisdiction that provided park and recreation opportunities in California. This table's format will be used throughout this section. It provides information both for the 1985-86 survey year and the year 1980-81. It indicates the change between those years, both in actual (current) dollars and in percent. The last line shows the same five-year budget change in terms of "real," or inflation-adjusted, dollars.

Table 2 shows that local jurisdictions spent nearly \$1.18 billion for parks and recreation during the 1985-86 fiscal year. This represents a growth of 55.4% over the previous five years. This growth, when adjusted for inflation, is a more modest 17.9%, or roughly 3.5% per year. Thus, local agency park and recreation expendi-

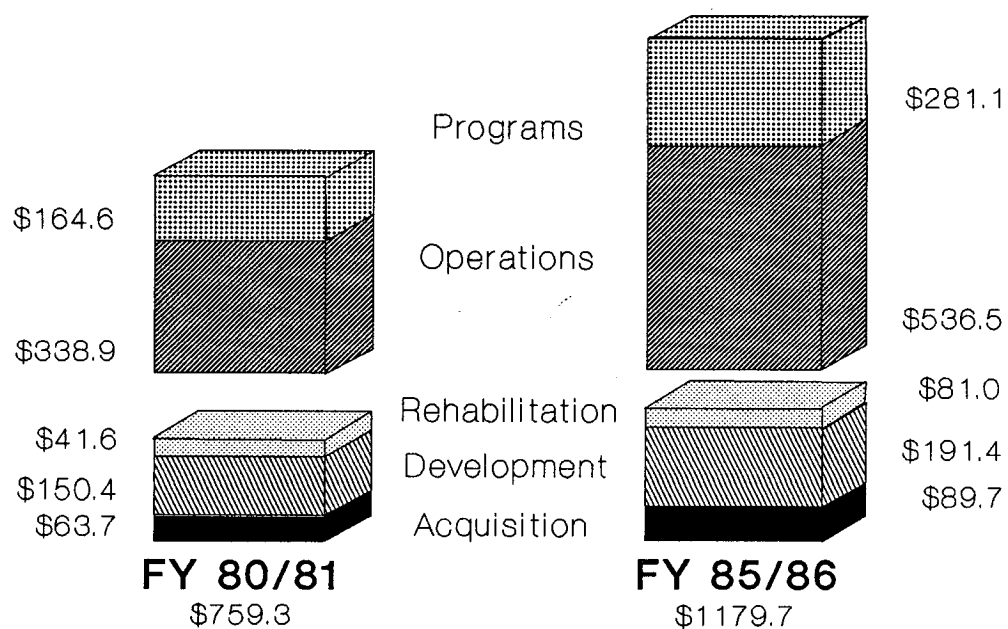
tures, corrected for inflation, barely kept pace with population growth, which averaged almost 2.2% per year over the same period.

The share of these budgets and their five-year growth were unevenly distributed among the three jurisdictional types. In the survey year 1985-86, cities accounted for slightly more than two-thirds of all funding. The cities together enjoyed three-quarters of the total growth that took place over the five-year period, growing (in adjusted dollars) by more than 26%. In contrast, district expenditures for parks and recreation grew by half that rate, and those of the counties actually decreased by 3.1%.

As indicated above, each agency's total budget was broken down into its operations and capital outlay components, each of which was divided yet further. The total budgets for 1980-81 and 1985-86, broken down into its five smaller components, appear graphically in Exhibit 3. They are discussed in detail in the next two parts of this section.

# EXHIBIT 3

## Total Local Budgets All Jurisdictions (Dollars In Millions)

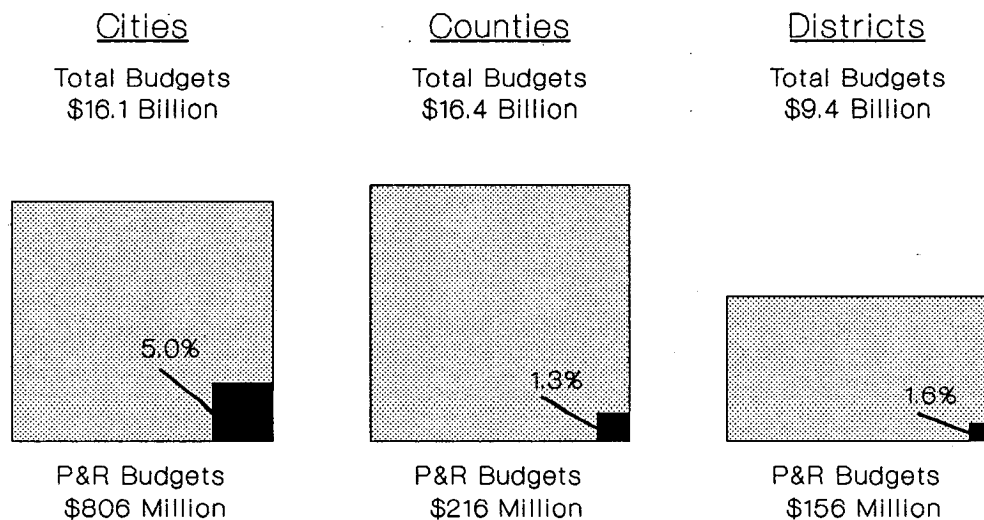


Park and recreation services are only one of many functions provided by local government agencies. It is a small component, whose funding is only a modest share of the jurisdiction's total budget. The share of the budget allotted for parks and recre-

ation in California's cities, counties, and special districts in 1985-86 is portrayed in Exhibit 4, below. Total budget figures for the three types of jurisdictions are from the Office of the State Controller.

#### EXHIBIT 4

### Park and Recreation Budgets - 1985/86 As a Share of Total Local Government Budgets



## 1. Operations

As used in this study, operations includes such activities as agency administration and management, the housekeeping and maintenance required for grounds and facilities, the purchase of supplies and minor equipment, and the provision of recreation programs. Table 3 shows the operations costs that the state's cities, counties, and special districts incurred to provide park and recreation facilities and services.

The data show that nearly two-thirds of all operations funds were spent in city park and recreation systems, with county systems enjoying greater funding than those of special districts. The rate of growth over the period was greatest in the

districts, but was calculated on a relatively small base.

When adjusted for inflation, real growth in operations funding was roughly 23% statewide. The modest level of this growth becomes clear when the five-year figures are transformed into annual figures of approximately 2% or 5% per year, depending on the type of jurisdiction. In rapidly developing areas, these figures would have been exceeded by those for population growth.

Exhibit 5 portrays the overall growth in local government park and recreation agency operations budgets over the period, and the change in how these totals were shared in each of the two years among city, county, and district agencies.

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TABLE 3

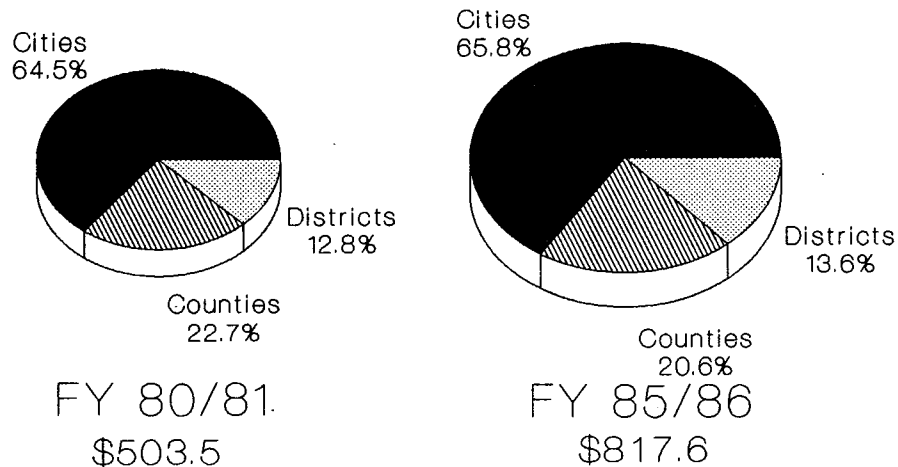
TOTAL OPERATIONS COSTS  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980/81	\$503.5	\$324.8	\$114.3	\$ 64.4
FY 1985/86	\$817.6	\$538.0	\$168.3	\$111.3
Change Over Five Years	\$314.0	\$213.2	\$ 53.9	\$ 46.8
Percent Change-Current Dollars	62.4%	65.7%	47.2%	72.7%
Percent Change-Real Dollars (adjusted)	23.2%	25.7%	11.7%	31.1%

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**EXHIBIT 5**

## Share of Total Operations Costs Cities, Counties, and Districts (Dollars In Millions)



The figure for each agency's total park operations was divided into two components. The first was basic park operations, which include agency administration and management, housekeeping, minor equipment, and the maintenance of buildings and grounds. The second was the facilities, staff, and administration related to recreation programming.

These two components are shown separately in Tables 4 and 5. In comparing the

information in the two tables, the data show that nearly two-thirds of all operations expenditures are for the basics. Nevertheless, expenditures for programming over the five-year period grew at a considerably faster rate, 29.6% as compared to 20.1% for basic operations. This disproportionate growth is particularly evident in special districts, where expenditures for programming grew almost twice as fast as those for basic operations.

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**TABLE 4**  
**BASIC PARK OPERATIONS COSTS**  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980/81	\$339.0	\$185.5	\$100.7	\$52.7
FY 1985/86	\$536.5	\$300.0	\$148.1	\$88.4
Change Over Five Years	\$197.5	\$114.4	\$ 47.4	\$35.7
Percent Change-Current Dollars	58.3%	61.7%	47.0%	67.7%
Percent Change-Real Dollars (adjusted)	20.1%	22.7%	11.6%	27.2%

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**TABLE 5**  
**RECREATION PROGRAMMING COSTS**  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980/81	\$164.6	\$139.2	\$13.6	\$11.7
FY 1985/86	\$281.1	\$238.0	\$20.1	\$22.9
Change Over Five Years	\$116.5	\$ 98.8	\$ 6.5	\$11.2
Percent Change-Current Dollars	70.8%	70.9%	48.1%	95.3%
Percent Change-Real Dollars (adjusted)	29.6%	29.7%	12.4%	48.2%

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Examining basic park operations alone, city agencies accounted for 56% of the total of such expenditures during the survey year, but almost 85% of the total dollar growth in this function during the five-year period. Nevertheless, the rate of growth was higher in the districts. The basic operation budgets for county park and recreation agencies were twice the level of those for special districts, but they grew at only half the rate.

City park and recreation agencies are as strong in their recreation programming budgets as in those for basic operations, both in their share of total expenditures and in the strength of their growth. There is a difference, however, in the case of counties and districts. They show similar levels of expenditures, but the districts' rate of growth was twice that of the counties, and far exceeds that of the cities.

When data from these tables are combined with information on park system attendance and the population of the jurisdictions, it is possible to compute the cost of providing local government park and recreation services on a per visitor and per resident basis. These figures, developed for

cities, counties, and districts, appear in Exhibit 6 below. These figures represent gross operations costs, without any modification to reflect the revenue that may have been earned by the activities and operations of these agencies.

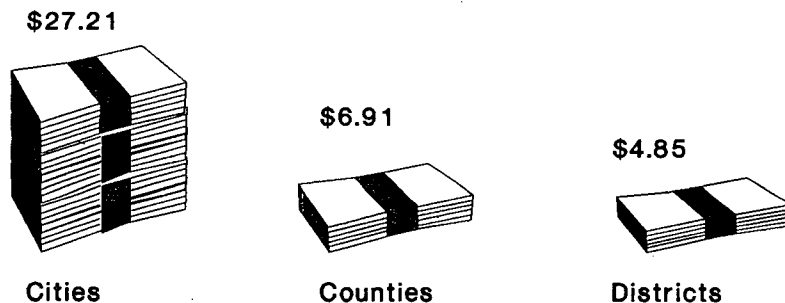
## EXHIBIT 6

### Total Operations Costs - 1985/86

#### Per Visit



#### Per Resident





## 2. Capital Outlay

As used in this study, capital outlay expenditures mean those made for the major physical assets of a park and recreation system. The three categories used in this study are land acquisition, the construction of new facilities or the substantial enlargement of existing ones, and the restoration or renovation of existing facilities.

The total capital outlay expenditures for California's local government park and recreation agencies are shown in Table 6. More than a third of a billion dollars was spent on this function during 1985-86. This was an increase of 41.6% over the 1980-81 year, a five-year gain of 7.4% when current dollars are computed as real, inflation-adjusted, dollars. This amounts to less than a 1.5% gain per year, a figure that equals only about three-quarters of the state's annual rate of population growth during the same period.

Capital outlay expenditures, both in their current levels and in their growth over the five-year period, were very unevenly distributed. In the survey year, cities made nearly three-quarters of all such expenditures, with the remainder split almost evenly between counties and districts. In terms of growth over the five-year period, cities accounted for virtually all of the growth. During this period, counties suffered an absolute decline. When current dollars were adjusted for inflation,

Exhibit 7 portrays the overall growth in local government park and recreation agency capital outlay budgets over the period, and the change in how these totals were shared in each of the two years among city, county, and district agencies. the growth in city expenditures for capital outlay was reduced to a little over 27%, while districts declined 15% and counties declined by more than twice that.

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TABLE 6

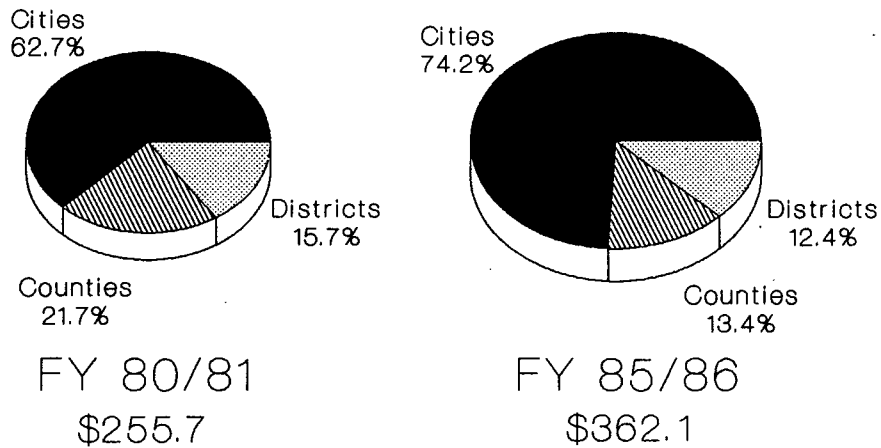
TOTAL CAPITAL OUTLAY COSTS  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980-81	\$255.7	\$160.2	\$55.4	\$40.1
FY 1985-86	\$362.1	\$268.6	\$48.6	\$44.9
Change Over Five Years	\$106.3	\$108.4	(\$6.8)	\$ 4.7
Percent Change-Current Dollars	41.6%	67.7%	(12.3%)	11.9%
Percent Change-Real Dollars (adjusted)	7.4%	27.2%	(33.5%)	(15.1%)

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## EXHIBIT 7

### Share of Total Capital Outlay Costs Cities, Counties, and Districts (Dollars In Millions)



The three components of the capital outlay budgets are shown separately in Tables 7, 8, and 9. Of these functions, new development took roughly half the funds in 1985-86, with the remainder split almost equally between land acquisition and facility rehabilitation. But in terms of the inflation-adjusted growth of these expenditures over the five-year period, rehabilitation grew the fastest, 47.6%, while land acquisition grew a modest 6.8% and funds spent on new facility development declined by 3.4%.

Table 7 shows the spending on the land acquisition component of the capital outlay budget. Cities accounted for almost three-quarters of such expenditures in 1985-86, with districts spending two-thirds of the remainder. Cities accounted for virtually all of the growth over the five-year period. During this period, county expenditures declined nearly 40% in current dollars, a reduction that reached nearly 55% in real, inflation-adjusted, dollars. District budgets suffered a moderate decline in this category.

TABLE 7  
CAPITAL OUTLAY - LAND ACQUISITION COSTS  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980-81	\$63.7	\$37.0	\$13.5	\$13.2
FY 1985-86	\$89.7	\$65.2	\$ 8.1	\$16.4
Change Over Five Years	\$26.0	\$28.2	(\$5.4)	\$ 3.2
Percent Change-Current Dollars	40.7%	76.1%	(39.8%)	23.9%
Percent Change-Real Dollars (adjusted)	6.8%	33.6%	(54.3%)	(6.0%)

TABLE 8  
CAPITAL OUTLAY — NEW FACILITY COSTS  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980-81	\$150.4	\$ 94.7	\$34.8	\$20.9
FY 1985-86	\$191.4	\$146.2	\$25.8	\$19.4
Change Over Five Years	\$ 41.0	\$ 51.6	(\$9.0)	(\$1.5)
Percent Change-Current Dollars	27.3%	54.5%	(26.0%)	( 7.2%)
Percent Change-Real Dollars (adjusted)	( 3.4%)	17.2%	(43.8%)	(29.6%)

Table 8 shows local government expenditures for development of new facilities in park and recreation areas. Cities accounted for three-quarters of the funds expended in the survey year, with the counties taking somewhat more than half of the remaining funds. Over the five-year period, city expenditures grew by more than 50%, while those for counties and districts shrunk, in current dollars terms. In terms of inflation-adjusted dollars, expenditures for districts declined by nearly 30% and those by counties were reduced by nearly 44%.

Although the total funding for rehabilitation was much smaller than for either acquisition or for the development of new facilities, its level of growth was far greater. Indeed, the five-year changes were positive for cities, counties, and districts alike. Table 9 shows that while cities had the majority of the spending and the greatest absolute amount of growth over the five-year period, counties showed the greatest rate of growth, 107% in current dollars and 57% in real dollars.

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**TABLE 9**  
**CAPITAL OUTLAY — REHABILITATION COSTS**  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980-81	\$41.6	\$28.5	\$ 7.0	\$6.0
FY 1985-86	\$81.0	\$57.2	\$14.6	\$9.2
Change Over Five Years	\$39.4	\$28.6	\$ 7.6	\$3.1
Percent Change-Current Dollars	94.5%	100.5%	107.4%	51.5%
Percent Change-Real Dollars (adjusted)	47.6%	52.1%	57.3%	15.0%

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Examining the budget data provided in the last three tables, it is clear that more local government park and recreation agencies spend more money on development than on acquisition and rehabilita-

tion combined. Over the five-year period, only cities show growth in all three budget categories. In contrast, districts and counties experienced declines in both acquisition and development funding.

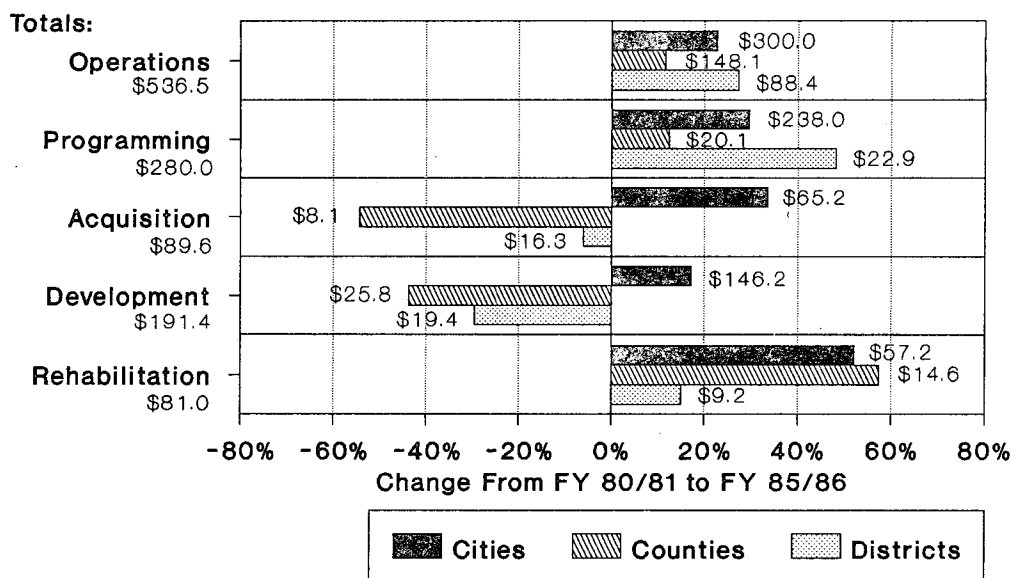
The last five tables have dealt in detail with the five basic components of local park and recreation agency budgets. To sum up and provide an overview, Exhibit 8 shows the city, county, and district expenditures on these functions in 1985-86, as

well as their percent growth or decline over the prior five years. Care should be taken in reading this graphic, in which the length of each bar represents the percent of change and not the level of funding involved.

## EXHIBIT 8

### Five Budget Functions - Rates of Growth

- \* Totals are FY 85/86 Dollars (In Millions)
- \* Five-Year Change Reflects Adjustment For Inflation



### 3. Funding Sources

Having examined the budget expenditures of local government park and recreation agencies, it is of value to examine certain sources of the money that was spent. Two important sources were examined in this survey: (1) funds derived from or earned by the agency's own activities, and (2) funds provided by the federal and state government, as well as contributions from the private sector.

The first of these is the income derived directly from agency operations, from the collection of fees and charges, from the management of concessions, and from the proceeds from special events. Much effort has been made in recent years to increase such agency-generated revenues.

Information on local park and recreation agency revenue generation is presented in Table 10. It shows that, statewide, slightly more than \$200 million was generated by the agencies themselves, almost twice the amount that had been produced five years earlier. All jurisdiction types showed substantial increases in such revenue over the five-year period.

A major use of this self-generated funding is to offset an agency's operations costs. Statewide, such revenue amounted to 21.4% of all operations costs in 1980-81. This figure increased to 23.6% during the survey year, for a modest gain of 2.2% over the period. Cities and counties enjoyed higher level of such revenue, while districts suffered a decline. This information appears in Exhibit 9.

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TABLE 10  
REVENUE GENERATION  
(Dollars in millions)

	Statewide	Cities	Counties	Districts
FY 1980-81	\$107.8	\$ 58.0	\$32.4	\$17.3
FY 1985-86	\$201.2	\$116.0	\$52.5	\$32.6
Change Over Five Years	\$ 93.4	\$ 58.0	\$20.1	\$15.3
Percent Change-Current Dollars	86.7%	99.9%	62.1%	88.2%
Percent Change-Real Dollars (adjusted)	41.6%	51.7%	23.0%	42.8%

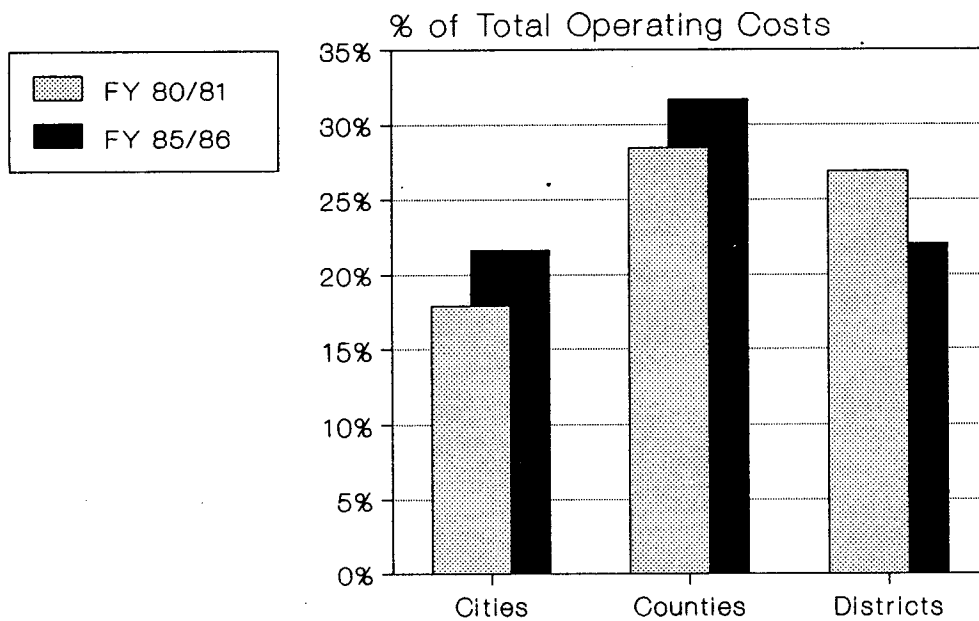
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Table 6 indicated the changes in the local agencies' total capital outlay funding over the five-year survey period. These changes reflect the shifting capacity or willingness of federal, state, local, and pri-

vate sources to provide this type of funding, as well as the differing ability of cities, counties, and districts to compete for whatever money was available.

## EXHIBIT 9

### Revenue as a Share of Operating Costs Cities, Counties, and Districts



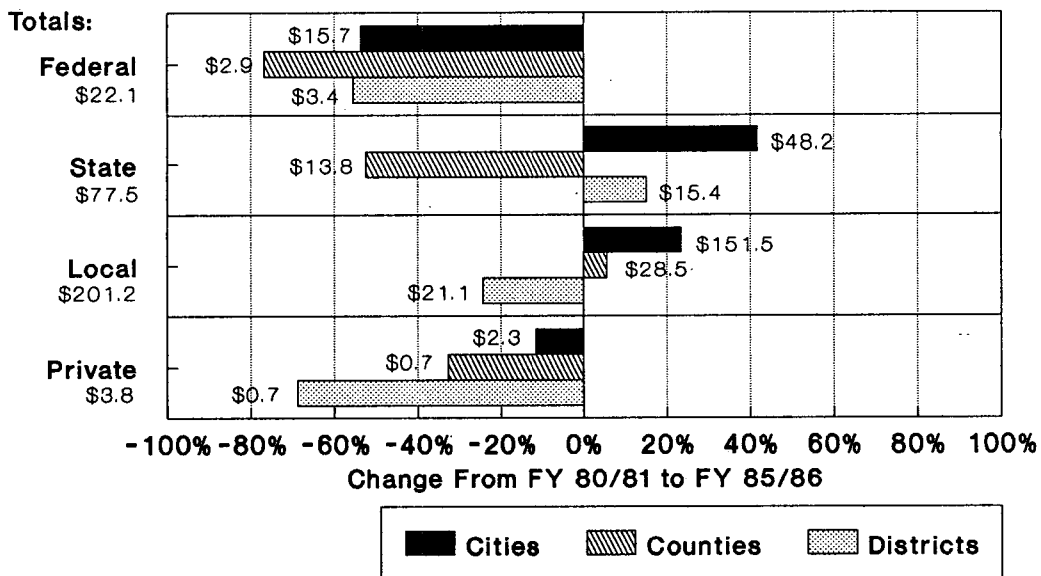
The data in Exhibit 10 below show in inflation-adjusted dollars a steep decline in federal grant funding, which has recently become a fairly modest source. State grant funding, a more important source, held steady, while the very small category of private funding declined substantially. By

far the largest and most important source of capital outlay funding, the local jurisdictions themselves, showed modest growth over the period. Care should be taken in reading this graphic, where the length of the horizontal bar represents percent change and not the level of funding.

## EXHIBIT 10

### Capital Outlay Funding Sources

- \* Totals are FY 85/86 Dollars (In Millions)
- \* Five-Year Change Reflects Adjustment For Inflation





### C. Staffing Local Park and Recreation Systems

Second only to funding, the level of staffing may be the most important indicator of the condition of a public park and recreation agency. Some would argue that, in a sense, it is the most important factor, as it represents the human energy, creativity, and dedication needed to manage facilities and develop programs for the recreating public.

Table 11 provides data on full-time and part-time paid employees, as well as on volunteers, in California's local government park and recreation agencies in 1980-81 and 1985-86. In this survey, data for part-time people and volunteers do not represent actual individuals, but instead represent full-time equivalents. In this calculation, two half-time positions or 1800

hours of work equal the position of a full-time employee. Exhibit 11 graphically summarizes these figures.

As indicated in the table, all local park and recreation agencies combined employed the services of almost 27,000 paid staff positions in 1985-86, supplemented by more than 6,000 volunteers. In all three categories of jurisdictions, part-time employment grew much faster than full-time staffing, which in the case of counties actually declined. The use of volunteers grew even more than that of part-time staff people, especially in the counties.

The changing composition of the local park and recreation agency work force can be seen in Table 12. It shows the degree to which agencies are becoming more dependent on part-time employees and on volunteers to supplement the work of full-time employees.

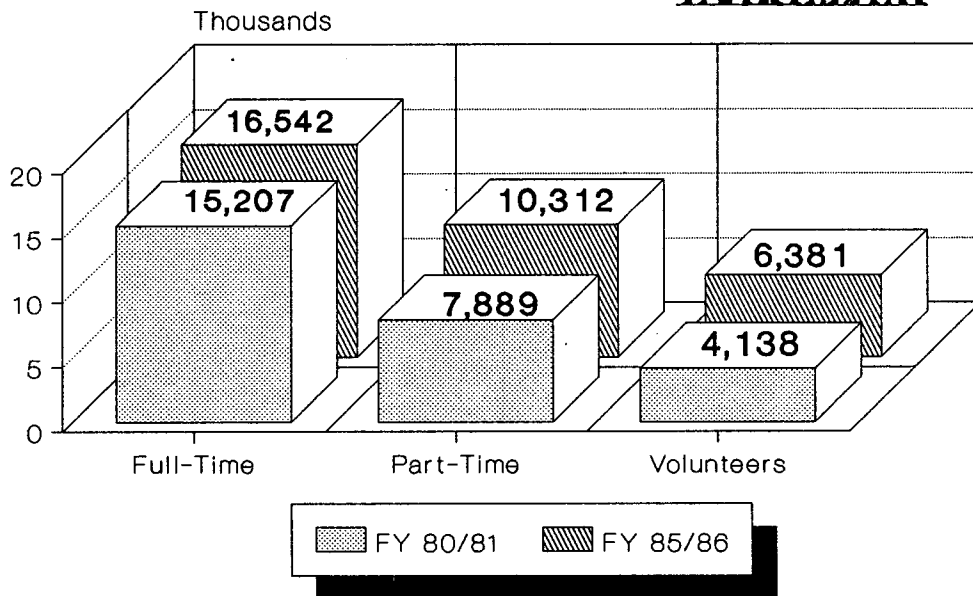
TABLE 11  
STAFF SUPPORT

	Statewide	Cities	Counties	Districts
Full-Time:				
FY 1980-81	15,207	10,252	3,266	1,689
FY 1985-86	16,542	11,305	3,154	2,083
Change Over Five Years	1,335	1,053	(112)	394
Percent Change-	8.8%	10.3%	(3.4%)	23.3%
Part-Time:*				
FY 1980-81	7,889	6,076	595	1,218
FY 1985-86	10,312	7,837	811	1,664
Change Over Five Years	2,423	1,761	216	446
Percent Change	30.7%	29.0%	36.3%	36.6%
Volunteers:*				
FY 1980-81	4,136	3,480	281	375
FY 1985-86	6,381	5,062	719	600
Change Over Five Years	2,245	1,582	438	225
Percent Change-	54.3%	45.5%	156.0%	60.0%

\*In terms of full-time equivalents.

**EXHIBIT 11**

# **Employment All Jurisdictions**



**Part-time and volunteers expressed as full-time equivalents**

**TABLE 12  
COMPOSITION OF STAFFING**

	Statewide	Cities	Counties	Districts
Percent of Paid Staff as Part-Time:				
FY 1980-81	34.2%	37.2%	15.4%	41.9%
FY 1985-86	38.4%	40.9%	20.5%	44.4%
Change	4.2%	3.7%	5.0%	2.5%
Percent of Staff as Volunteers:				
FY 1980-81	17.9%	21.3%	7.3%	12.9%
FY 1985-86	23.8%	26.4%	18.1%	16.0%
Change	5.9%	5.1%	10.9%	3.1%

#### D. Future Issues

This survey's statistics on the past and current dimensions of local government's park and recreation agencies provide an empirical, quantitative view of today's situation. It then remains a question as to what these facts and trends mean to agency administrators in practical, operational terms. Knowing the situation today, what do local administrators perceive as the circumstances they anticipate facing in the near future? What are, to them, the emerging park and recreation issues?

Specific information on this question was obtained by asking the survey respondents to indicate what they thought were the highest priority issues facing them in the next five years. This question was posed two different ways to have a cross-check on the validity of the responses.

First the administrators were asked to write down the five most critical issues they believed their agencies would face in the next five years. Then the respondent was asked to consider 17 possible issues, which were listed on a sheet prepared by the survey staff. The respondent was asked to select the 10 most important issues he or she found on this sheet. In both exercises the respondent was asked to arrange the selected issues in priority order, with the most critical placed first.

To compare the responses on each list, each issue was quantified by assigning numerical scores according to the priority given to it by each of the respondents. An issue rated as first priority received 10 points, while one rated as second priority received two-thirds of that score, 6.67. The third priority issue received two-thirds of that, or 4.45 points, and so on. All responses were quantified in this manner, and the cumulative scores added up for each issue. These totals were then compared to each other by assigning the highest a score of 100, with the smaller ones measuring proportionately less. The detailed methodol-

ogy for this exercise appears in Appendix B.

Tables 13 and 14 show the relative strength of the priority issues the agency administrators chose, first on their own and then from the list provided by the staff. The same issues, declining public funding and the increasing costs of liability insurance, are in first and second place on both lists. A third issue, deterioration of the infrastructure, is third on one list and fourth on the other. Not surprising, there is considerable similarity in the highest priority issues appearing on the two lists.

Exhibit 12 shows the 10 highest priority issues agency administrators had generated using each of the two methods. Exhibits 13 and 14 show how the priorities for dealing with future issues vary according to jurisdictional type. The responses of the three are similar, but not identical. Counties feel the insurance liability problem and the staffing shortage more keenly than do cities and districts.

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**TABLE 13**  
**PRIORITY ISSUES FOR LOCAL AGENCIES RESPONDENT-GENERATED VIEWS**

Priority:	Issue:	Score:
1	Declining public funds . . . . .	100
2	Increasing liability insurance costs . . . . .	48
3	Development of new parks and need for park acquisition. . . . .	40
4	Deteriorating park and recreation areas, facilities . . . . .	35
5	Provide special-use recreation opportunities, facilities . . . . .	31
6	Maintenance of grounds and facilities . . . . .	26
7	Need to keep pace with changing demographics, needs. . . . .	24
8	Site-specific problems and issues . . . . .	20
9	Need to ensure adequate staffing. . . . .	19
10	Provide more recreation programs for users . . . . .	18
11	Need to reduce vandalism and undesirable activity in parks . . . . .	15
12	Staff salaries and benefits; the quality of the working environment; staff morale; administrative quality and planning needs. . . . .	15
13	Self-supporting revenue efforts . . . . .	14
14	Dwindling open space in or near urban areas. . . . .	14
15	Expanding responsibilities of park and recreation agencies . . . . .	12
16	Need to improve image, role, value of parks and recreation services. . . . .	7
17	Increasing reliance on volunteers . . . . .	6
18	Need to keep parks safe and clean. . . . .	5
19	Deteriorating natural resources. . . . .	5
20	Overcrowding at park and recreation areas, facilities . . . . .	4
21	Grant program assistance and support. . . . .	3
22	Eliminating architectural, physical, attitudinal barriers . . . . .	3
23	State and federal regulations and legislation on environmental quality, toxics, funding, etc. . . . .	2
24	Expansion of parking lots and road improvements . . . . .	2

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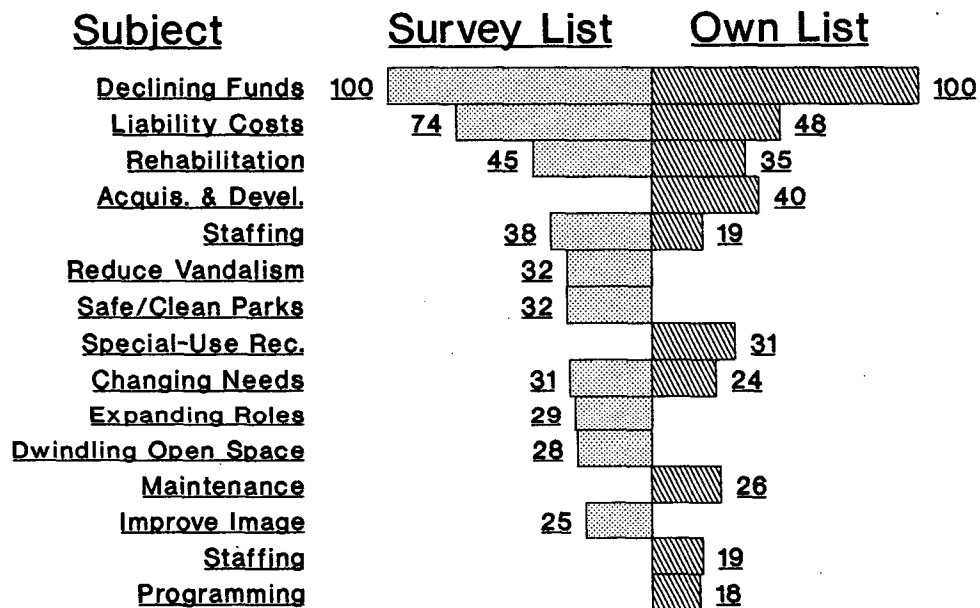
Table 14  
PRIORITY ISSUES FOR LOCAL AGENCIES CHOSEN FROM SURVEY LIST

Priority:	Issue:	Score:
1	Declining public funds . . . . .	100
2	Increasing liability insurance costs . . . . .	74
3	Deteriorating park and recreation areas, facilities . . . . .	45
4	Need to ensure adequate staffing. . . . .	38
5	Need to reduce vandalism, undesirable activities in parks . . . . .	32
6	Need to keep parks safe and clean . . . . .	32
7	Need to keep pace with changing demographics, needs . . . . .	31
8	Expanding responsibilities of park and recreation agencies to provide for the total needs of the community . . . . .	29
9	Dwindling open space in or near urban areas. . . . .	28
10	Need to improve image, role, value of park and recreation services . . . . .	25
11	Provide more recreation programs for users . . . . .	24
12	Provide special-use recreation opportunities, facilities . . . . .	24
13	Overcrowding at park and recreation areas, facilities . . . . .	21
14	Increasing reliance on volunteers . . . . .	14
15	Need to establish strong statewide leadership for recreation and greater coor- dination among agencies providing recreation . . . . .	12
16	Deteriorating natural resources. . . . .	10
17	Eliminating architectural, physical, attitudinal barriers . . . . .	7

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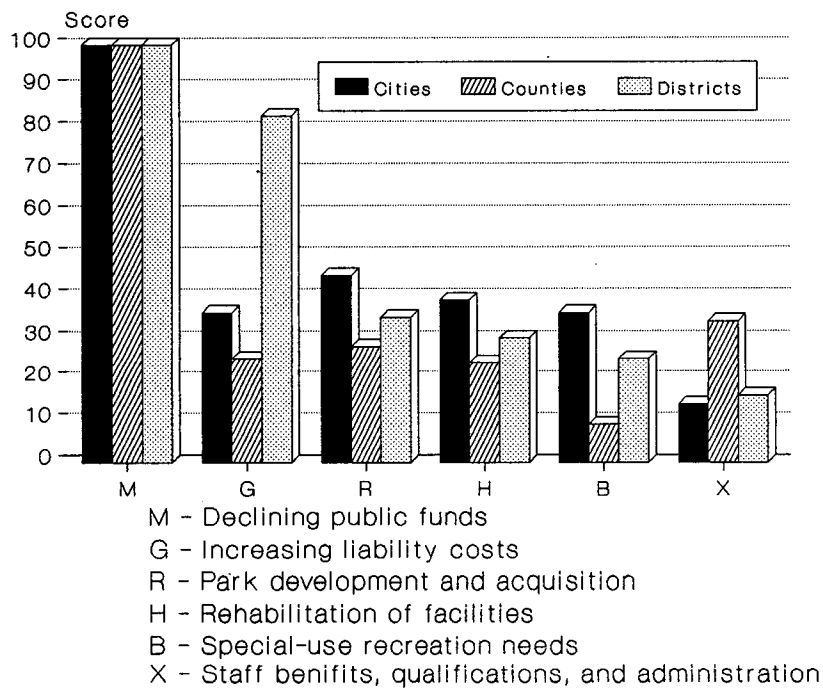
**EXHIBIT 12**

## Top Issues - Weighted Scores All Agencies Combined



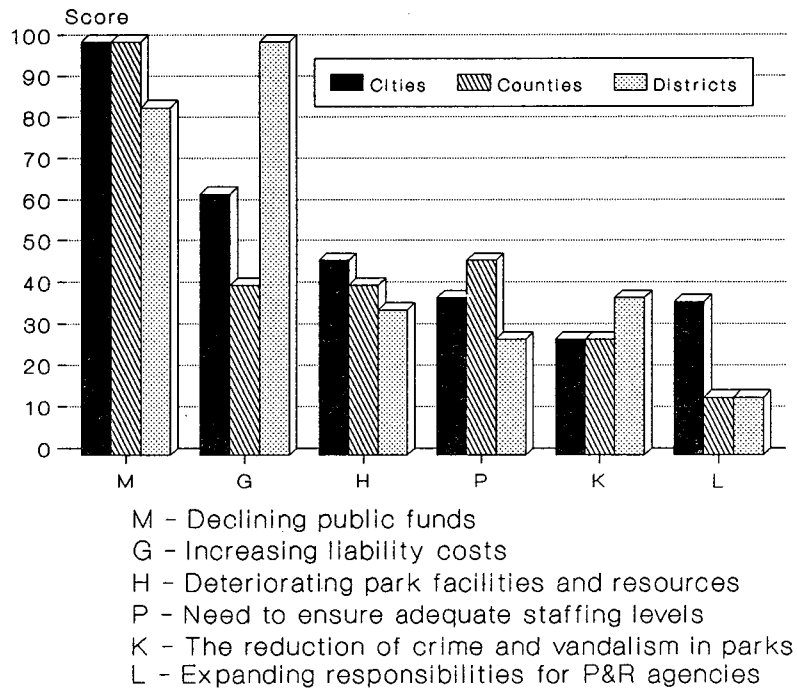
## EXHIBIT 13

### Priority Issues - Respondent's Own List Local Park and Recreation Agencies

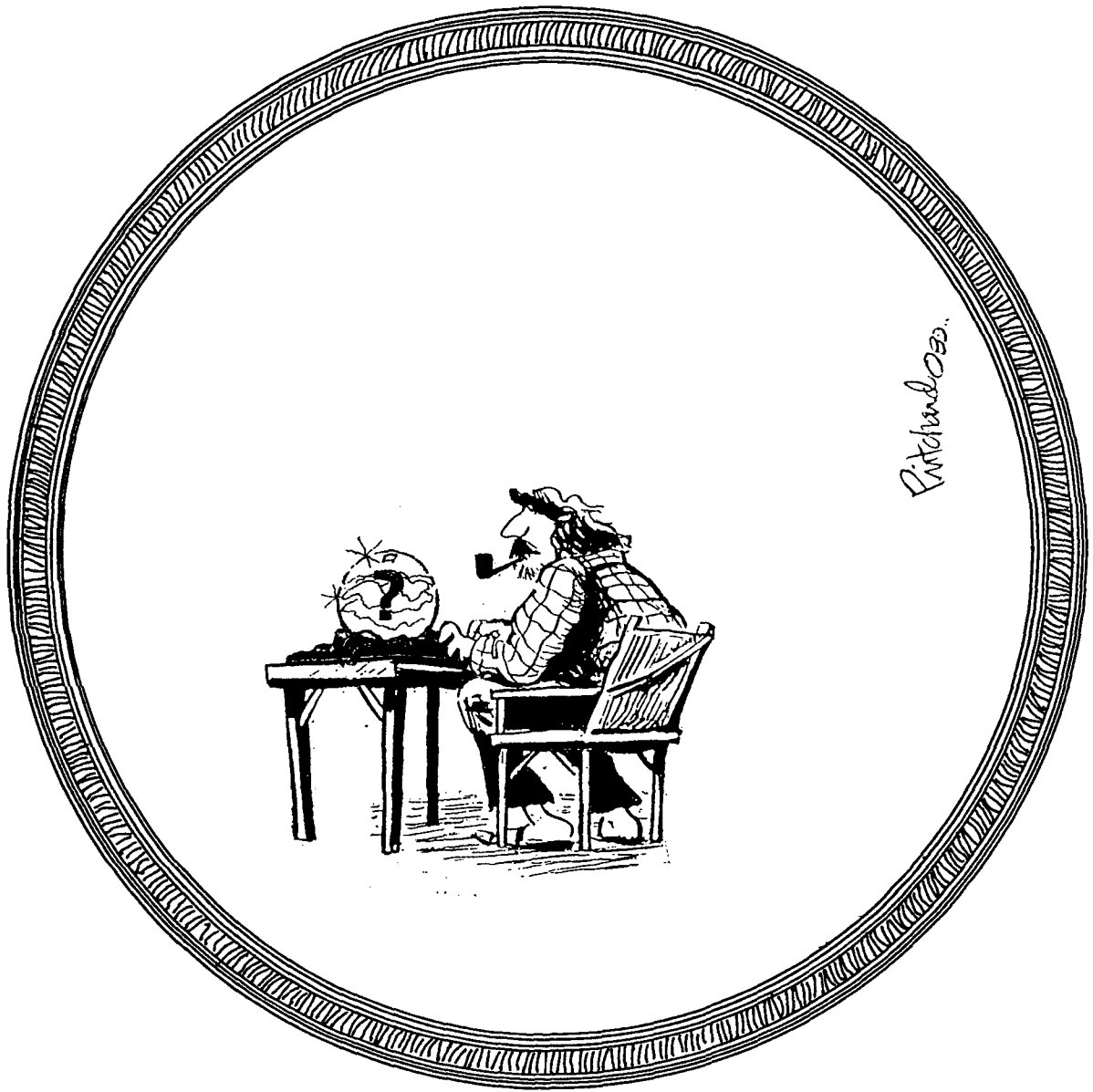


## EXHIBIT 14

### Priority Issues - Survey List Local Park and Recreation Agencies











## Chapter III *Commentary on the Findings*

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The previous chapter presented the basic statistical findings of the survey, numerical information that was further described by an accompanying text and illustrated by a variety of graphic exhibits. That chapter showed, on a broad-brush statewide basis, the status of a total of 636 city, county, and special district park and recreation agencies during the survey year 1985-86, as well as many of the changes that had taken place since 1980-81.

This chapter attempts to go beyond a point-in-time portrayal of the current situation by providing some indication why this situation exists. It considers the social, economic, and political currents of the recent past that, together, have produced the circumstances revealed by the statistics. These underlying factors point out a number of considerations by which one may anticipate the short-run future of local government park and recreation agencies, permitting some indication where today's circumstances and trends will likely lead us tomorrow.

The material contained in this chapter was developed largely through a series of meetings between the department's survey staff and leading administrators from cities, counties, and districts throughout the state. In the course of three two-hour meetings, 35 local agency administrators offered their analyses, interpretations, and opinions as to the background, basis, and implications of the survey's statistical findings. These diverse comments were then synthesized and consolidated by the survey staff into 11 separate categories, which were termed factors.

These factors are by no means mutually exclusive. Nor could they be. The

single most important factor identified by these local park and recreation administrators, the lack of adequate funding, is so broad in its scope and impact that it pervades many, if not most, of the other factors. Other critical factors, such as the deteriorating infrastructure and the need to develop new parks and facilities, can be viewed as little more than specific examples or consequences of the lack of adequate funding. Many other factors, such as the increased cost of liability insurance and the need for more staff, are also reflections of the broader funding problem. All such factors, of course, also have nonfunding aspects that must also be examined. Only a few of the 11 factors, lower priority ones such as the need for increased leadership and for more professionalism, appear to have little direct relation to the most critical factor, the lack of adequate funding. The fact that the funding factor is the common denominator of most of the problems facing these agencies serves to explain the following discussion, where lack of adequate funding is discussed in detail, but is not repeated in the discussion of other factors, even of those where it is clearly an important component.

The 11 factors are presented below roughly in the order of their importance to the group of administrators that generated them.

### 1. **Lack of Adequate Funding**

As shown in the survey data, "declining public funds" was the number one priority issue facing the survey respondents. As shown in Tables 13 and 14 (in Chapter II), this issue occupied the top

position for cities, counties, and special districts alike.

In the three meetings held by the survey staff, the administrators repeatedly lamented the very substantial budget reductions they had experienced 10 years ago, immediately following the wake of the passage of Proposition 13 in June 1978. Designed to halt what had been a rapid increase in property taxes across the state, Proposition 13 suddenly and sharply reduced the level of property taxation to 1% of assessed value and limited its future growth to 2% per year. This was a major financial event, since the ad valorem property tax had been, and still remains, a very important source of income for local government, particularly for counties and special districts.

During the fiscal year immediately following Proposition 13, 1978-79, local government receipts from the property tax fell from \$10 billion statewide to approximately half that amount. Some relief was provided to local jurisdictions by two years of limited "bailout" funding provided by the state, but park and recreation agencies were low in priority for receiving a share of such funds.

Also during this period, the late seventies, funding was reduced and terminated for two major federal programs that had provided a great deal of support to local park and recreation agencies. First, the Comprehensive Employment Training Assistance (CETA) program, which had provided a great deal of financial assistance to heavily subsidize the employment of staff, particularly in the maintenance function, was totally eliminated. Second, the revenue-sharing and block grant programs, which had been used for capital outlay, were greatly reduced and largely diverted to non-park functions.

In this period, federal grant monies from Land and Water Conservation Fund were reduced from moderate to very modest levels. At the same time, the increased costs of undeveloped land needed for new

or expanded parks far outpaced normal inflation, in some areas by a factor of 10 or more. One other damaging factor that occurred during this period was double-digit inflation, which on an annual basis reduced the purchasing power of every agency's budget dollar.

With these critical income sources sharply cut or eliminated, local park and recreation agencies faced a sudden and severe retrenchment. The response varied in nature and intensity from one jurisdiction to the next. Among the most common actions taken were personnel layoffs, the deferral of new development, a reduction in facility maintenance, reducing the hours of operation, the curtailment of programs, an increase in fees and charges, the greater use of volunteers, and the development of more concessions and other entrepreneurial activities designed to earn money with which to support the agency and its programs.

Because of their more broad and diverse tax bases, cities' finances were less affected by Proposition 13 than were those of counties or special districts. Both counties and districts rely quite heavily for their support on property tax revenues and have few other substantial sources of income to fall back on.

To date, there has been no comprehensive analysis of the impact of Proposition 13 on local government park and recreation agencies. Limited and often anecdotal information, including that gathered at the three meetings with leading administrators, indicates that many agencies have still not returned to the real dollar (inflation-adjusted) funding levels they had enjoyed 10 years ago, just before Proposition 13 was passed. While there are surely some agencies that have done much better than others, Proposition 13 has left both a real and psychological mark on the local park and recreation agencies and the attitudes of their administrators.

Having made nearly 10 years of adjustments to the impact of Proposition 13,

these agencies now face the imminent onset of another major, if somewhat different, form of funding limitation — the Gann Initiative. This measure, passed as Proposition 4 only a year after the passage of Proposition 13, set a limit on most of the basic types of expenditures that can be made by both state and local government.

With certain exceptions, the state and its cities, counties, and special districts can spend no more than they had received in revenues in 1978, plus annual adjustments to reflect each jurisdiction's population growth and inflation. A period of relatively high inflation delayed the impact of this measure for a number of years. But today, many jurisdictions are currently finding themselves at or very close to their Proposition 4 spending limit, their so-called "Gann Cap." Barring an override by a majority of their voters, these jurisdictions must limit their spending regardless of their income, and any excess income beyond their computed spending limit must be returned to the taxpayers.

The result of the Gann Initiative is that the annual local government budget allocation process will become almost a zero-sum game, where one agency's gain means reduction for another. In this situation, each jurisdiction's various departments and functions will be competing ever harder for their share of a scarcely growing total.

Traditionally strong competitors for the local government budget dollar, functions like health, safety, welfare, and public works, will assert their funding claims more vigorously than ever. In addition, some functions, such as welfare and criminal justice, have legislatively mandated programs or court-ordered requirements that, by law, absolutely must be funded by the jurisdiction's budget. Under such circumstances, the park and recreation function, never seen as a critical function in the best of times and certainly without any legislative or judicial mandates, will almost surely receive an increasingly smaller

share of the the budget in most local jurisdictions.

This situation will require city, county, and special district park and recreation agencies to increasingly rely on finding and generating new funding resources. Higher fees and charges, activities and programs that pay their own way, more commercial enterprise activities, and the greater use of volunteers will continue to be among these agencies' responses. And, even doing this, some reduction in services and lowering of maintenance standards may well take place in the park and recreation functions of many cities, counties, and districts.

Among the administrators who were interviewed, there was no consensus on any specific situation or series of events that would end or produce a reversal of the current difficult funding situation. Many believed that, in spite of increasing funding limitations, their agencies' responses would continue to be incremental and low-key in nature. Major, dramatic responses such as closing major facilities or entire parks were felt to be politically unacceptable. Nevertheless, at the end of 1987, there was serious talk of actual park closures in at least two county systems.

Such closures would not only pose political problems. They would also raise the question of whether it would be legal to close those lands and facilities, of which there are many, which had been funded through the use of federal and state grant programs. There is also the very practical problem of what happens to the closed parks, in terms of the minimal maintenance they will require and of the liability for people who use them in spite of their closure.

## **2. Fees and Charges**

To compensate for reduced budget support, local park and recreation agencies have been increasing the charges made for park admissions, facility use, and programs and events offered to the public. The

survey showed that this revenue, combined with income from concessions and profit-making enterprise activities, totalled more than \$200 million in 1985-86. This was nearly double the total of five years previously.

The amount of income generated by such cost-recovery efforts may help to explain the substantial increase in agency budgets that are going into recreation programming. More of the agencies' efforts are going into areas where there is money to be made, if not to make a profit, at least to cut down the net cost of what is provided.

Many administrators expressed concern that the pressure to generate income has made them more "mercenary" or money-hungry than they felt was proper. Some said they had expressly skewed their department's traditional objectives and programs in ways that would emphasize the making of money. Increasingly, they said, their facilities are being built or remodeled and programs are being offered based in large part on their capability to produce income. Those that cannot do so receive low priority.

There was a general feeling that the substantial rate of fee increases experienced in recent years cannot be sustained much longer. Administrators felt that a previous level of underpricing had been virtually eliminated, and that future growth in fees and charges may be little more than a reflection of inflation. Any significant new increases, they felt, will need more sophisticated justification, and will have to include more of the hidden costs, such as overhead and administration. Also, they noted, the Gann Initiative limits fees and charges to the recovery of actual costs and does not permit them to generate a surplus or make a profit.

The exclusion of individuals who could not afford the increased fees was a concern expressed by some. It was noted that as fees are increased, more groups request reductions or exemptions, which cannot be

honored without risking allegations of favoritism, as well as encouraging more of these requests. Others countered that certain groups, particularly the elderly and ethnic minorities, could and would pay increased fees if the services and facilities were of high quality. The demand for good services, they believed, is very high. For those who simply cannot pay, a number of compensatory measures were suggested.

### 3. Commercialization

Some administrators expressed concern that financial pressures on their agencies had made them too commercial, too reliant on private development, in an effort to earn the money necessary to support their facilities and programs.

Proposals for and the actual development of commercial facilities such as hotels, marinas, restaurants, sports complexes, and similar ventures on public parkland are increasingly numerous. One individual said he felt he had moved from the recreation profession to the recreation business, and wasn't sure that was a good thing. Many administrators believe that such commercial types of development are not the purpose of public park and recreation agencies. Even where they are deemed to be appropriate, some feel that their agencies lack the sophisticated business skills necessary to competently deal with the entrepreneurs who wish to undertake such projects.

In contrast, other administrators felt that well-conceived and operated commercial ventures were a positive addition to the recreation capacity of their agency, as well as to the economic base of the community. Such ventures can create jobs, income, and taxes. Involvement with such operations, they said, can enhance both the offerings and the skills of the local park and recreation agency itself.

There is often serious community opposition to commercial development in public parklands, even where the pro-

posed facility may be well designed and will clearly provide recreation benefits to the public. There is a strong feeling among many well-organized citizens and conservation groups that public parkland simply should not be intensively developed. Among these interests, the feeling is even stronger that public land should simply not be made available for private profit, even though the public would be provided with new recreation opportunities and the public park and recreation agency would derive new funds that could be used for worthwhile agency purposes.

Opposition to the commercial development of parklands sometimes comes from competing entrepreneurs. These individuals feel strongly that the concessionaire has an unfair advantage using public lands when they must pay property tax on the private lands they use for their own businesses.

Many administrators cautioned that funds gained through commercial ventures, as well as through other sources such as fees and charges, were often at risk in the jurisdiction's overall budget process. Unless such income was secured in special trust funds or otherwise rendered unavailable for other uses, city managers and county executives can be strongly tempted to take the income generated by the park and recreation agency and use it elsewhere, leaving the agency that earned it no better off than before.

#### **4. Development Fees; Donations**

In recent years, fees and land dedications exacted from residential development have provided an important source of funds for the acquisition and development of parklands. This funding source is of value to jurisdictions that are not fully developed, but has been of little use to those that are largely built out, or to unincorporated rural areas.

In recent years, local government's overall funding problems have led it to

substantially expand its exactions on residential development to pay for public facilities other than parks. In some jurisdictions, new and substantial levies and fees are being exacted to pay for such facilities as sewers, road, schools, and even low-income housing. Increasingly negative responses by developers to these exactions and the resulting increase in housing costs have combined to persuade most local jurisdictions to seek no increases in the exactions made for park and recreation purposes.

In the area of outright private donations to local park and recreation agencies, made by business interests or private individuals, the consensus was that the potential for raising much revenue was modest at best. Many administrators felt that most people hesitated to give to government, perhaps because the recipient agency seemed impersonal or was believed capable of raising sufficient funds through other means. Some individuals feel that such gifts would be like double taxation.

In addition, the general attitude of potential donors is that they only want to give for projects or purposes that were exciting and highly visible, something beyond the existing agency plans and programs. They have the fear that their gifts will be swallowed up into nonspecific purposes such as overhead or maintenance. This attitude means that basic and critical functions must continually be met by local agencies from their own resources alone.

Sometimes there were problems with the terms of the proposed donation. In some instances, restrictions or quid pro quo arrangements, sometimes political, rendered the offer less than desirable. Overall, the administrators felt that efforts to obtain donations were not without pitfalls and, in the main, had produced only modest results.

## **5. Maintenance of the Infrastructure**

Responding to rapid population growth and to readily available funding, many jurisdictions substantially expanded their park and recreation landholdings and facilities during the 1950s and 1960s. Many of the buildings, facilities, and landscaped grounds of this period are now reaching the end of their useful life at a time when public funding has become limited and the money needed for their maintenance, restoration, rehabilitation, and replacement is increasingly hard to obtain.

In the mid-1970s, normal maintenance was achieved at modest cost with the help of the federal CETA program. This program is now gone. In the post-Proposition 13 reductions in personnel and funding, the maintenance function often received a disproportionately large cut. Such work is less visible to decision-makers and the public than are new parklands, new facilities, and programming. It is thus easier to cut back.

Some maintenance work could be contracted out to the private sector or reassigned (with reduced control) to such sister departments as general services or public works, but in the end overall cuts are still substantial. Administrators fear that the consequences of continued underfunding of maintenance will be an increasing number of lawsuits for visitors' injuries on inadequately maintained facilities, as well as the development of a growing backlog of major repairs, projects, and replacements that, with better maintenance efforts, could have been delayed or avoided altogether.

## **6. Staffing and Volunteers**

A number of administrators believed that the growth in staffing portrayed in the survey gave a somewhat misleading impression of the health of today's personnel situation. Some stated that their permanent, full-time staff has still not grown back

to the pre-Proposition 13 level of nearly 10 years earlier. The survey did not reflect the loss of substantial staffing resulting from budget cuts in the late 1970s and the termination of the CETA program. They did verify the shift to more part-time staff and mentioned the increased use of contract employees. These changes do allow them some cost reductions and enhanced flexibility, but often at the price of reduced staff skill and dedication.

Survey figures also do not reflect the work being done by paid personnel not on the agency payroll, people working under contract. Over the last few years, there has been an increase in the degree to which park and recreation agencies contract out a wide range of work that might otherwise be done by its own staff. Program instruction, maintenance, and specialized professional services are the major areas. Whether done for economic or other reasons, the usual result is that needed services are provided without being reflected in the agency's personnel figures. This approach sometimes increases problems in contract management and quality control and lowers morale among agency staff.

Most administrators viewed the substantial increase in the use of volunteers as a valuable, if limited, augmentation of their agency's work force. Volunteerism was believed to be limited in its future growth, due both to the limited range of uses that could be made of such services and to the limits of the agency to absorb and properly manage such labor. Volunteers were felt to be useful largely in a supplementary role, mostly in the programming area, but were only of limited value for essential tasks such as administration or maintenance.

It was pointed out that the increased use of volunteers invites such problems as opposition by labor unions and reduced employee morale. In addition, there is a dollar cost involved in using volunteers, including providing them with insurance and workers compensation coverage, as



well as providing the paid staff needed to supervise them.

Additional use but modest growth is expected in what was termed "directed volunteers," a group that includes court referrals, weekend parolees, and minimum security prisoners. In addition, there is some prospect of additional help of this sort should certain of the various "workfare" proposals reach fruition. Still, with these people, as with the other volunteers, there are still management and supervision costs and the problems that result from the lack of a regular, skilled work force on the payroll.

## **7. The Gann Limit**

The nature of the Gann Initiative has been described in Section 1, above. This ceiling on local government spending has only recently become a reality for many agency administrators, since high levels of inflation in the late 1970s and early 1980s had allowed some level of budget growth in most jurisdictions each year. However, recent years of low inflation have brought many jurisdictions to, or very near to, their computed spending limit.

As a result, each jurisdiction's agencies will be competing increasingly harder for a share of a stable or scarcely growing total budget. Park and recreation agencies, lacking legislative or court-ordered mandates and the sense of importance accorded to such functions as health and welfare, can expect a decreasing share of the available funds. This problem would be made even worse should the state, itself facing its own Gann-induced spending limit, transfer the financial responsibility of certain state programs to the local government level. There have been a few attempts in city and county elections to increase the Gann limit, either for general purpose or for specified uses only. The results so far have been mixed and, in any event, success through majority approval brings only a four-year respite from the jurisdiction's computed spending limit.

A variety of means are being considered and used by local government jurisdictions to supplement the funding denied by the Gann spending limit. More emphasis is being placed on two revenue sources that are exempted from the Gann limit. Increased fees and income from commercial ventures are increasingly sought, as are attempts at bond financing. In addition, other usable funds may be derived from the permits, conditions, and mitigation requirements associated with residential development. Some local park and recreation agencies also enjoy some of the proceeds from their jurisdiction's occupancy tax.

Other approaches to avoid the Gann ceiling include the provision of park and recreation services through the establishment of new governmental entities, such as benefit assessment districts and special assessment districts, and the use of specific limited-use districts, such as lighting and maintenance districts. Most of the administrators envision proposals at the state level for limited modifications of the Gann limits, but do not expect serious, broad-scale efforts for the next few years. Their ultimate success, of course, is problematical.

## **8. Competition with Other Functions**

Administrators discussed the weak position of parks and recreation relative to the other agencies and functions that compete for a share of their jurisdictions' budgets. At the local level of government, police, fire departments, and public health have traditionally held a very high priority in the public mind. Public works such as roads, water systems, and sewers are also continually of high priority. In addition, certain functions like social welfare and criminal justice often have mandated programs that must, by law, receive a set level of funding.

The administrators noted that virtually all functions of local government were facing increasingly stiff budgetary compe-

tition. Even though the park and recreation function was not alone in this situation, it was strongly felt to be at a comparative disadvantage in that it was all too often looked upon as an unessential service. Gann spending limits loom on the horizon at a time marked by increasing demands by other governmental functions, as well as increases in mandated programs and expenditures for some of these functions. Park and recreation agencies, therefore, anticipate a smaller share of each year's budget. Many administrators felt that even a vast increase in the level of public support for parks and recreation could be expected to produce little financial gain for the agencies when there is scarcely any more money to be had.

## **9. Dealing with Social Concerns**

In the 1970s, government in general and local park and recreation agencies in particular undertook an increasing involvement in a wide range of social problems. When funding was made available, some park and recreation departments developed facilities and programs to meet the needs of people in a host of situations. Many of those needs were nonrecreational in nature and included, for example, early education for children of the poor, nutrition for the elderly, and therapeutic programs for the developmentally disabled, all of which often flourished in a supportive atmosphere.

Towards the middle of the 1980s, public funding to deal with social problems was substantially reduced, and the local park and recreation agencies had become much more limited in their involvement. In some cases, the agency today is little more than a conduit for a modest amount of public funds that are given to appropriate nonprofit organizations. Certain growing and highly visible social problems, such as drug abuse, gang activity, and homelessness, are seen as beyond the scope of park and recreation agencies, and any manifes-

tations of them in parks and recreation areas are usually dealt with as law enforcement problems.

However, some social problems, particularly those of more immediate concern to the broad base of constituents who can be economically self-sufficient, are now being dealt with by some local park and recreation agencies. Among them, programs for day care and latchkey children are becoming more widespread.

## **10. Liability Insurance**

Whether caused by a small number of very large and highly publicized liability judgements or by problems within the insurance industry, the cost of insuring park and recreation agencies has become extremely high. This insurance is needed not only to provide coverage for park visitors, but also to provide coverage for agency employees and volunteers.

The usual agency response has been to attempt to pay the higher premiums and, failing that, to reduce the level of coverage or become self-insured. Where higher premiums are paid, less money is available for other uses. Where the level of coverage is reduced, there are many undesirable repercussions. Riskier programs and activities, perhaps the more exciting and rewarding ones, must be modified or eliminated. Many proposed special events cannot be undertaken unless the sponsor can accept the responsibility for liability coverage.

Another result of the liability insurance problem is the pressure to transfer the risk and the insurance problem to the agency's contractors and concessionaires. As a result, small and minority firms, which may not be able to qualify or pay for needed coverage, become less competitive. And self-insurance as a solution is not without its problems since it absorbs the agency's time and staff to manage the program.

The positive aspects of this liability

insurance problem include, in many cases, better risk management by the agency. Among the results are more thoughtful and carefully managed maintenance programs and the increased safety of park visitors and agency staff.

## **11. Law Enforcement**

The public is becoming increasingly concerned with the issue of crime, not only as a general social issue but also as it occurs in park settings. In a recent public opinion survey, two-thirds of the respondents said there were times when they felt unsafe because of the threat of crime or other unpleasant situations in public parks. Almost 80% approved of stronger enforcement of laws and regulations dealing with public use and behavior in these locations.

Such concerns quickly rise above such irritants as litter to encompass the full range of threats to persons and property. Increasingly good records provide data on the levels of theft, robbery, assault, and other serious crimes that take place in park and recreation areas. In a very few places, individual parks have been virtually taken over by youth gangs or drug dealers.

In many cases, the jurisdiction's normal law enforcement personnel — police and sheriff's deputies — are fully occupied outside of park areas and tend to give park-related incidents low priority. Where park and recreation agencies fill this gap by providing peace officers of their own, they incur high training costs and run the risk of having their staff shift from a basic recreation orientation to an excessive concern with law enforcement matters. Many agencies have also experienced the costly situation of providing peace officer training to their employees, only to see them leave to take better-paying jobs with law enforcement agencies. Unless parks are reclaimed from those who misuse them and who intimidate the public from freely enjoying them for their intended purposes, the public is cheated and its investment in

parks and recreation is underused. Wherever this situation exists for long, the likely result will be a decline in today's broad public support for the park and recreation function.

## **Additional Observations**

Almost without exception, the administrators who were interviewed made it clear that the events of the last decade were not entirely or overwhelmingly negative in their effects on local government park and recreation agencies. While some were hard hit, others were more lightly touched. And even those administrators who felt that their agency had been substantially hurt indicated that there were many positive benefits that had resulted from their experience. As so often happens, times of crisis can also be times of opportunity.

There was a strong consensus that today's successful park and recreation agency administrator was doing far more while using fewer resources than his or her predecessor ever did. Improved management, better information, and clearer thinking have been products of the decade's struggle. Today's professionals, of necessity, have greater skills in a wider range of areas. They are better at business, better at marketing, better at networking and liaison with others, better at educating the public, better at community relations, and better in their overall political skills. They have better management skills to run their own agencies, particularly in fiscal and personnel matters. They are more capable of using current technology, particularly computers, to their advantage. They are better able to motivate staff and they offer a higher level of accountability to their governing body and to the public. Overall, they have become broader based, more open to change and new ideas, and more diverse in their talents and activities.

In general, they believe their agencies

are better tied to their communities and to their various constituent groups, more skilled in making alliances with them to mutual advantage. They have a better ability to provide services that are truly wanted, rather than merely providing an established program for those who care to partake. Many of the administrators who had had difficulty making the needed adjustments have left the profession, and those who have remained or recently joined have more talent, more imagination, and more dedication than ever before.

The administrators still see a deep and widespread support for the public park and recreation function, both as an important component of the individual's life-style and as a valued aspect of the quality of life our citizens have come to expect and enjoy. Historically, this support has been manifested by the passage of six statewide park and recreation bond issues during the last three decades, by which more than a half billion dollars has been provided to local park and recreation agencies for land acquisition and facility development. A recent statewide survey of public opinion indicated a widespread satisfaction with today's public park and recreation opportunities, coupled with a desire for certain areas of expansion and improvement. Unfortunately, the same survey indicated an overall reluctance to pay the high costs of such improvements through broad general taxation. Instead, the respondents chose to rely on more limited funding sources such as fees, agency-generated income, and so-called sin taxes.

The administrators who contributed to this discussion had no illusions about the difficult nature of the times ahead. Most of them believed the situation would become worse before it got better, in ways they could not clearly specify. Nevertheless, there was an attitude that their situation should be viewed as more an opportunity than a hardship. In many ways, they appeared to relish the challenge, strongly feeling that the difficult times ahead would also be rewarding.





## APPENDIX A

### The Survey Instrument

Reproduced in this appendix are the actual materials used in the survey. All items have been reduced slightly from their original size. The original questionnaire was 8½" x 14", while the rest of the materials were the standard 8½" x 11".

Included are the cover letter sent with

the questionnaire and the survey staff's list of issues, which was used for the survey's question 22. This list was enclosed in a sealed envelope and sent out with the questionnaire. The last three items are the follow-up letters designed to elicit responses from recipient agencies.







# 1987 LOCAL GOVERNMENT PARK AND RECREATION AGENCY SURVEY



Sponsored by the  
CALIFORNIA DEPARTMENT OF PARKS AND RECREATION  
and the  
CALIFORNIA PARK AND RECREATION SOCIETY

Thank you for taking the time to complete this brief questionnaire. All information will be considered confidential. If you have any questions about this survey, please phone Kathy Ryan at (916) 322-7384.

## PART I. YOUR JURISDICTION'S PARK SYSTEM

Our first section seeks specific information on your recreation programs, park facilities and sites. In responding, please use a broad definition of "parks" to include such diverse areas (owned or leased) as cultural units, playgrounds, community centers, historic units, beaches, nature areas, watershed lands, athletic facilities, and undeveloped park land. *Do not include schoolgrounds* unless your agency has developed park facilities on the grounds by means of a formal interagency agreement.

1. How many parks are there in your system? \_\_\_\_\_
2. How much land (in acres) does your system have? \_\_\_\_\_ acres
3. What is the current population of your jurisdiction? \_\_\_\_\_
4. What was the total attendance at your park system and recreation programs in fiscal year 85/86? Your best estimate is O.K. \_\_\_\_\_
5. What percent of your jurisdiction's population do you estimate actually uses your park system and recreation programs? \_\_\_\_\_ %
6. How would you best describe your jurisdiction?  
(check one)  
Urban \_\_\_\_\_  
Suburban \_\_\_\_\_  
Rural \_\_\_\_\_

## PART II. SUPPORTING YOUR PARK SYSTEM

In this section, we'd like to compare financial data for both capital outlay and non-capital expenditures from fiscal year 80/81 with that from the last fiscal year, 85/86. Thus, two answers are needed for each question. For questions 7 to 11 and 13 to 15, include in your answer *all* sources of funding: federal, state, local, and private sector. *Please round figures to the nearest thousand dollars.*

- | A. CAPITAL OUTLAY                                                                                                   | FY 80/81  | FY 85/86                         |
|---------------------------------------------------------------------------------------------------------------------|-----------|----------------------------------|
| 7. How much was actually spent on the acquisition of parkland in these two fiscal years?                            | \$ _____  | \$ _____                         |
| 8. How much was actually spent on the construction of new facilities and on additions to existing facilities?       | \$ _____  | \$ _____                         |
| 9. How much was actually spent on the rehabilitation, renovation, and restoration of existing facilities?           | \$ _____  | \$ _____                         |
| 10. Add lines 7 through 9: <i>Total Capital Outlay</i>                                                              | \$ _____  | \$ _____                         |
| 11. What percent of the capital outlay fund (line 10) came from each of the following four sources?                 |           |                                  |
| Federal Government: (e.g. L&WCF, UPARR, etc.):                                                                      | _____ %   | _____ %                          |
| State Government: (e.g. Roberti-Z'berg, state bond acts, etc.)                                                      | _____ %   | _____ %                          |
| Local Government: (e.g. local bond acts, general fund, parkland dedication ordinance, etc.)                         | _____ %   | _____ %                          |
| Private: (e.g. donations, gifts, etc.)                                                                              | _____ %   | _____ %                          |
|                                                                                                                     | 100%      | 100%                             |
| 12. a. Do you have a parkland dedication fee ordinance, based on the Quimby Act or other similar local legislation? | Yes _____ | No _____                         |
| b. If you do, what are your fees per unit?                                                                          |           | single family _____              |
|                                                                                                                     |           | multi family _____               |
|                                                                                                                     |           | mobile home _____                |
|                                                                                                                     |           | other: _____<br>(please specify) |

**B. NON-CAPITAL COSTS**

FY 80/81

FY 85/86

13. How much was actually spent on *park operations*, including administration, salaries and benefits, and maintenance activity, etc. in these two fiscal years? \$ \_\_\_\_\_ \$ \_\_\_\_\_
14. How much was actually spent on *recreation programs*, including administration, salaries and benefits, and maintenance, etc.? \$ \_\_\_\_\_ \$ \_\_\_\_\_
15. Add lines 13 and 14: *Total Non-Capital Costs* \$ \_\_\_\_\_ \$ \_\_\_\_\_
16. How many dollars in revenue or income were generated or earned by your agency in fees, charges, concessions, commercial enterprises, etc.? \$ \_\_\_\_\_ \$ \_\_\_\_\_
17. What percentage of your total operating costs (line 15) were recovered from the income in question 16? \_\_\_\_\_ % \_\_\_\_\_ %
18. How many permanent, full-time employees were on your staff, in all functions? \_\_\_\_\_
19. How many full-time equivalents of part-time employees were on your staff? (e.g. 3 half-timers equal 1.5 full-time equivalents) \_\_\_\_\_
20. How many full-time equivalents of volunteers were on your staff? (1 person-year = 1800 hours) \_\_\_\_\_

**PART III. CRITICAL PARK AND RECREATION ISSUES**

In this section, we'd like to get your opinions of the most critical park and recreation issues facing your agency over the next five years.

21. Please take a moment to think of the most critical issues your agency will face during the next five years. Describe briefly, in priority order, the top five issues.

PRIORITY: DESCRIPTION:

- 1 \_\_\_\_\_
- 2 \_\_\_\_\_
- 3 \_\_\_\_\_
- 4 \_\_\_\_\_
- 5 \_\_\_\_\_

22. Open the colored envelope that was enclosed with this questionnaire. *Read and consider the issues on the list.* Please rank your top ten issues in priority order based upon what you think will be most important during the next five years. Enter the letters corresponding to these issues in the spaces below. *In responding to this question, please do not change your response to question 21.*

Priority	Letter of Issue from List:	Priority	Letter of Issue from List:
1	_____	6	_____
2	_____	7	_____
3	_____	8	_____
4	_____	9	_____
5	_____	10	_____

**PART IV. OPTIONAL INFORMATION FOR US**

If you wish, on a separate sheet of paper, please indicate the most important actions which you believe the *state and federal governments* can take to improve your agency's ability to provide the most needed park and recreation services to the people of your jurisdiction. Let us have your best ideas, even if you think they may be obvious, doubtful, impossible, or off-the-wall. Your comments are sincerely welcomed.

Name of Respondent: \_\_\_\_\_ Telephone: ( ) \_\_\_\_\_

Title: \_\_\_\_\_

THANK YOU FOR TAKING THE TIME TO COMPLETE THIS QUESTIONNAIRE  
PLEASE RETURN IT TO US IN THE ENVELOPE PROVIDED. MAIL TO:

1987 LOCAL GOVERNMENT PARK & RECREATION AGENCY SURVEY  
CALIFORNIA DEPARTMENT OF PARKS AND RECREATION  
PLANNING DIVISION  
P.O. BOX 942896  
SACRAMENTO, CA 94296-0001

## PARK AND RECREATION ISSUES

### QUESTION #22

Please enter the corresponding letter of the top ten priority issues on the questionnaire form.

- a. Providing greater public access to recreation areas by eliminating physical, architectural, and attitudinal barriers.
- b. Providing special-use recreation facilities and opportunities (e.g. field sports, water activity, etc.)
- c. Increasing reliance upon volunteers and community groups to operate recreation facilities.
- d. Deteriorating natural resources with recreation potential through pollution, destruction of ground cover, water contamination, etc.
- e. Need to establish a strong statewide leadership for recreation in California and greater coordination among public agencies providing recreation.
- f. Need to keep pace with changing demographics and public demands/needs.
- g. Increasing insurance liability costs, with pressures to limit or shut down recreation activities and facilities.
- h. Deteriorating recreational and park facilities (e.g. playground equipment, community centers, restrooms, etc.)
- i. Overcrowding of park and recreation areas and facilities.
- j. Need to improve public understanding of image/role/value of parks and park services to the public.
- k. Need to reduce vandalism and other undesirable activities occurring in parks.
- l. Expanding responsibilities of park and recreation agencies in providing for the total needs of the community (e.g. social services, nutrition programs, day care, etc.)
- m. Declining public funds for parks, facilities, and recreation programs.
- n. Need to keep parks safe and clean for public use.
- o. Providing more recreation programs for recreation users.
- p. Need to ensure adequate staffing at parks and recreation facilities.
- q. Dwindling open space for recreation in or near-urban areas.

DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 2390  
SACRAMENTO 95811



(916) 322-7384

January 2, 1987

Dear Recreation Agency:

This brief questionnaire is being sent to every public recreation agency in California. By this means, we hope to obtain complete information portraying the current situation and concerns of California's local park and recreation agencies. If you are not the most appropriate person to complete this questionnaire, please give it to that person as soon as possible.

The California Department of Parks and Recreation (CDPR) is currently revising and updating its Statewide Comprehensive Outdoor Recreation Plan (SCORP). This is being done to maintain the state's eligibility for federal Land and Water Conservation Fund money -- a concern of us all. Your participation in this questionnaire is crucial to ensure that the new plan reflects and incorporates local recreation agency information and issues. We need a 100% response.

This questionnaire should take only a short time to complete. We aren't after detailed, heavily researched answers. We want the sort of answer you or your staff can readily produce from memory or from reference to readily accessible documents. Good estimates will be sufficient for our purposes.

The survey results will be published in the California Parks and Recreation Society (CPRS) California Parks and Recreation magazine or in its "Leisure Lines". We are confident that this information will be of interest to you. It will certainly be of value to both CPRS and CDPR for its planning efforts.

We would appreciate your timely response and the return by January 16, 1987. If you have any questions concerning the questionnaire, please call Kathy Ryan at (916) 322-7384. Thank you in advance for your time, help, and for your information.

Sincerely,

*Jack Harrison*

Jack Harrison  
Executive Director  
California Park and Recreation  
Society

*RW Porter*

Russell W. Porter  
Director of Grants Administration  
California Department of Parks  
and Recreation

Enclosure

## DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 2390  
SACRAMENTO 95811

(916) 322-7384

January 29, 1987

Dear Recreation Agency:

About four weeks ago, we mailed you a brief questionnaire seeking information about your agency. Questionnaire results will be used in the development of the revised California Department of Parks and Recreation's (CDPR) Statewide Comprehensive Outdoor Recreation Plan (SCORP). The document is being updated to maintain the state's eligibility for Federal Land and Water Conservation Fund money. Your participation in this process is crucial to ensure that the SCORP document reflects and incorporates local agency recreation information and concerns.

We have not yet received your response. Would you please take a moment now to complete the enclosed questionnaire and mail it back to us today. We aren't after detailed, heavily researched answers. We want the sort of answer you or your staff can readily produce from memory or from reference to readily accessible documents. Good estimates will be sufficient for our purposes.

The survey results will be published in California Park and Recreation Society's California Parks and Recreation magazine or in its "Leisure Lines". We are confident that this information will be of interest to you and it will certainly be of value to both CPRS and CDPR for its planning efforts.

If you have any questions concerning the questionnaire, please call Kathy Ryan at (916) 322-7384. Thank you in advance for your time, help, and for your information.

Sincerely,

Jack Harrison  
Executive Director  
California Park and Recreation  
Society

Russell W. Porter  
Director of Grants Administration  
California Department of  
Park and Recreation

Enclosure

DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 2390  
SACRAMENTO 95811

(916) 322-7384



January 9, 1987

1986 LOCAL RECREATION AGENCY SURVEY

Last week a questionnaire was sent to you under the co-sponsorship of California Park and Recreation Society and the California Department of Parks and Recreation. If you have already completed and returned it to us, please accept our sincere thanks. If not, please do so today. Your comments and response are crucial to the success of this project.

If by some chance you did not receive the questionnaire, or it was misplaced, please call Kathy Ryan now at (916) 322-7384 and she will get another in the mail to you immediately.

Sincerely,

*Jack Harrison*

Jack Harrison  
Executive Director  
California Park and Recreation  
Recreation Society

*RW Porter*

Russell W. Porter  
Director of Grants Administration  
California Department of  
Parks and Recreation

## DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 2390  
SACRAMENTO 95811

April 10, 1987

Dear Recreation Agency:

Remember the questionnaire that you received awhile back? A reproduction appears below. Well, we're nearing the deadline for collecting the data and we still haven't received your completed questionnaire. We're awfully eager to receive the last few. If we can help you complete this task or if your survey has been misplaced, won't you please give Kathy Ryan a call at (916) 322-7384. Thank you for your valuable assistance.

Sincerely,

Jack Harrison  
Executive Director  
California Park and Recreation  
SocietyRussell W. Porter  
Director of Grants Administration  
California Department of  
Park and Recreation

**1987 LOCAL GOVERNMENT  
PARK AND RECREATION AGENCY SURVEY**

Sponsored by the  
CALIFORNIA DEPARTMENT OF PARKS AND RECREATION  
and the  
CALIFORNIA PARK AND RECREATION SOCIETY

Thank you for taking the time to complete this brief questionnaire. All information will be considered confidential. If you have any questions about this survey, please phone Kathy Ryan at (916) 322-7384.

**PART I. YOUR JURISDICTION'S PARK SYSTEM**

Our first section seeks specific information on your recreation programs, park facilities and areas. In responding please use a broad definition of "parks" to include such diverse areas (owned or leased) as cultural units, play grounds, community centers, historic units, beaches, nature areas, watershed lands, athletic facilities and undeveloped park land. Do not include school grounds unless your agency has developed park facilities on the grounds by means of a formal interagency agreement.

1. How many parks are there in your system?
2. How much land (in acres) does your system have?
3. What is the current population of your jurisdiction?
4. What is the current attendance at your park system and recreation facilities? Your best estimate is O.K.





## **APPENDIX B**

### **Detailed Methodology**

This appendix will provide a step-by-step description of the questionnaire development, its distribution and follow-up efforts, as well as of the manipulation and analysis of the data that were collected.

#### **Development and Distribution**

The project began with an assessment of the type of information that would be of greatest value to the profession, as well as being useful in the department's current update of the California Outdoor Recreation Plan. Participation in the study design by the California Park and Recreation Society assured that information would be useful and relevant from a local government perspective. The goal was to develop a questionnaire that was broad in scope, yet brief and easy to complete, to elicit compliance from the recipient jurisdictions.

Prospective survey questions were tested by the staff of the department's Statewide Planning Unit and the administrators of four local government park and recreation agencies. This was done to assure that the terminology was precise and clear and would be applicable to the many budget variations used by the cities, counties, and districts.

Questionnaires were sent to the 669 jurisdictions on the mailing list, which had been prepared by the department's Local Assistance Section. The list was composed of 58 counties, 429 cities, and 182 special districts throughout the state, all of which were believed to provide park and recreation services on a regular, year-round basis.

#### **The Response**

The initial mailing of questionnaires, along with the associated materials, was

made on December 29, 1986. A follow-up letter, thanking those who responded and requesting a response from all others, was sent on January 9, 1987. Additional follow-up efforts were made by mail and phone. Any difficulties respondents had in filling out the questionnaire were carefully addressed.

A second copy of the questionnaire was mailed to nonrespondents on January 29, 1987. Follow-up telephone calls were made from February through April, and a final reminder letter was sent to the remaining nonrespondents on April 10. During this period, returned questionnaires were examined by staff for completeness, reasonableness, and possible anomalies in their responses. Any questions were resolved by a phone call to the respondent agency. May 1, 1987 was the final day of the survey period.

During the four-month survey period, five counties and 12 cities notified the department that they did not have a recreation function. In some cases, this function was handled for them by another jurisdiction such as a regional recreational agency, a city, or a special district. Sixteen special districts were dropped from the list after it was found that they were no longer functioning agencies.

As a result, the final set of active jurisdictions totaled 636, consisting of 53 counties, 417 cities, and 166 special districts. The final total of completed and returned surveys was 542, or 85% of the number of all active agencies. These respondent agencies serve an estimated 95% of California's population. Table B-1 summarizes these figures.

Table B-1  
RESPONDENT JURISDICTIONS

Jurisdiction Type	Total in Category	Surveys Mailed	No P&R Function Reported	Active Agencies	Total Survey Returns	Percent Return
Cities . . . . .	444	429	12	417	344	82.5
Counties . . . . .	58	58	5	53	49	90.7
Park & Rec. Districts . . . . .	116	112	0	112	107	96.4
Other Districts w/P&R Function .	190	70	16	54	42	77.8
	<u>808</u>	<u>669</u>	<u>33</u>	<u>636</u>	<u>542</u>	<u>85.2</u>

### Data Processing and Analysis

The data from the returned and reviewed questionnaires were forwarded for entry into the mainframe computer at the state's Teale Data Center. Separate fields were created in the initial database to represent each of the instrument's 22 questions, as well as for certain additional information useful in identifying or classifying each respondent agency. Once this information was entered, it was transferred to a personal computer within the department's Statewide Planning Unit, which undertook the further manipulation of the data.

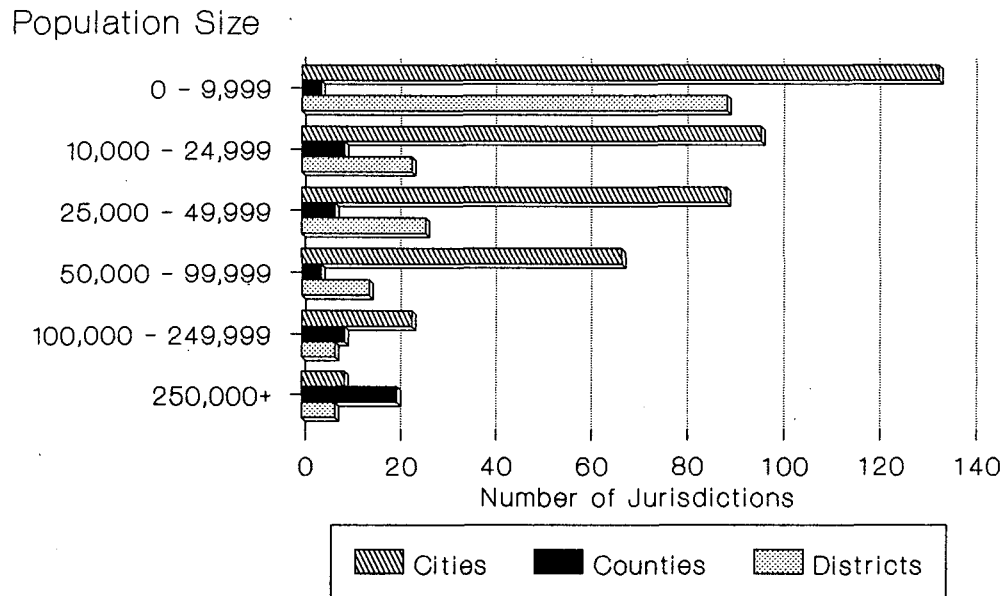
The task of creating the needed information was accomplished by using the 542 complete questionnaires to invent 18 prototypical jurisdiction types, which were then used to represent the missing agencies. To achieve this, the data from the actual returns were aggregated in terms of both their jurisdictional type (city, county, and district) and their size, using six population ranges commonly employed in census work. This effort provided a total of 18 jurisdiction/population groups. The distribution of the respondent jurisdictions among these 18 groups is portrayed in Exhibit B-1.

### Generating Nonrespondent Data

The department wanted the survey data to represent all of California's 636 local government park and recreation agencies, even though not all had responded to the survey. To achieve this objective it was necessary to generate data to represent the 94 nonresponding agencies.

**EXHIBIT B-1**

## Cities, Counties, Districts Distribution By Population Size



For the actual survey data that fell into each of the 18 resultant groupings, the highest and lowest figures were discarded and averages were taken of the remaining figures. The resultant data sets were deemed to represent the data responses for a prototypical jurisdiction of each of the 18 prototypical jurisdiction types.

The nonresponding agency data were based on these statistically created prototypes. The distribution of the 94 missing agencies is shown in Table B-2 below.

Since, for example, five of the missing agencies were cities with populations in the 50,000 to 99,999 range, five sets of data of this prototype were added to the survey database to represent them. In this way, information for all of the missing 94 agencies was created and added to that provided by the 542 actual returns. Together, they provide a full data set representing all of California's 636 active local government park and recreation agencies.

---

Table B-2  
SURVEY NONRESPONDENTS

Population Category	Cities	Counties	Districts	Total
Less than 9,999	29	2	11	42
10,000 — 24,999	26	1	3	30
25,000 — 49,999	13	1	2	16
50,000 — 99,999	5	0	0	5
100,000 — 249,999	0	0	0	0
250,000 and above	<u>0</u>	<u>1</u>	<u>0</u>	<u>1</u>
Total:	73	5	16	94

---

Please note that prototypical jurisdiction data were not created for information contained in survey questions 11, 12, 21, or 22. In these cases the study findings were based only upon the 542 actual questionnaire returns.

It should also be noted that this report does not contain information provided by questions 6 and 12. In the first instance it was decided that the respondent's own definition of his or her jurisdiction's level of urbanization could be unreliable and, in any event, would not conform to any specific set of definitions that would allow useful results or comparisons. In the second instance, so many respondents added marginal notes indicating the complexity of their land dedication ordinances that it became plain that no clear, sharp data sets could be developed.

### **Capital Outlay Funding Sources Changes**

Question 11 collected data on the source of the jurisdiction's capital outlay funding. Four sources were possible — the federal government, state government, the local jurisdiction itself, and the private sector. The funding provided by each source was expressed on the questionnaire as an estimated percentage of the jurisdiction's total capital outlay budget, a figure provided earlier on the questionnaire.

To calculate the actual number of dollars contributed by each funding source, these percentage figures had to be converted. The total capital outlay figure supplied by each agency was multiplied by the funding source percentages, resulting in a dollar amount contributed by each funding source.

To accurately portray the changes in capital outlay funding by source, agencies that did not have a capital outlay budget in 1980-81 were omitted from the computation since, for them, a valid five-year comparison could not be made.

### **Determination of Issue Priority**

Questions 21 and 22 pertained to issues facing local government park and recreation agencies in the coming five years. Question 21 asked respondents to use their own words and write down, in priority order, the top five issues facing them. This produced a wide range of responses, which the survey staff subsequently consolidated into 25 different issues. Question 22 asked the respondents to look at a list of 17 issues that had been provided in a sealed envelope, and to indicate, also in priority order, which 10 were most important.

To calculate the final rank order of the issues selected and prioritized in each of the two questions, a three-step process was used. The material of each question was, of course, dealt with separately.

1. Combing through the 542 returned questionnaires, each issue's responses were summed up by hand. This gave totals for the number of times it was rated by a respondent as a first priority, as a second priority, and so on.

2. For each issue, the total number of responses at each priority level (e.g. 1st, 4th) was multiplied by a point value that reflected its relative importance. As indicated below, each level of priority was weighted as two-thirds that of the proceeding one.

1st priority - 10.00 points	6th priority - 1.32 points
2nd priority - 6.67 points	7th priority - .88 points
3rd priority - 4.45 points	8th priority - .59 points
4th priority - 2.96 points	9th priority - .39 points
5th priority - 1.98 points	10th priority - .26 points

The total point score for each issue was summed up to give a single total. To compare their relative importance, the issue with the most points was given a score designated as 100, with lesser issues computed at scores proportionately lower.

This final scoring allowed a direct comparison of the relative intensity of support for all issues, or their priority. This process allowed a sort of equity between an issue

about which a few felt keenly and a second one about which a larger number felt less intensely.

## APPENDIX C

### Future Survey Topics

The staff's review of the survey results and its discussion with a wide range of park and recreation agency administrators generated a number of ideas for future surveys. Some involved modifications or expansion of the current set of questions, while others suggested new and useful areas of inquiry.

Many of these ideas are summarized here. They are listed in no priority order. Readers who have additional suggestions are urged to send them to the department's Statewide Planning Unit.

1. Collect basic information for the 1975-76 fiscal year, allowing a clear analysis of the impact of Proposition 13 on local government park and recreation agencies.
2. Collect expenditure data on maintenance as a separate function.
3. Find out the estimated backlog of needed infrastructure maintenance — the funds needed to restore buildings, grounds, and major equipment to contemporary standards of safety and usability.
4. Obtain more detailed information on the income generated by agencies, using such categories as admission fees and charges, program fees and charges, concessions revenue, special-event income, donations, and the like.
5. Within the category of special districts, separate the information on park and recreation districts from that which applies to those districts providing such services only as an optional, secondary function.
6. Gather information on the degree to which agency work is accomplished by nonagency means. Determine the type and value of work done by sister agencies or other jurisdictions, as well as by nonprofit organizations and the private sector. This would include work of any type, from facility design to grounds maintenance, from the teaching of classes to the sale of interpretive materials.
7. Find out the extent of park and recreation facilities and services provided by two minor but increasingly numerous types of government — county service areas and assessment districts.
8. Obtain detailed information on the funds (or the dollar equivalent of real or personal property) received through such sources as land dedication ordinances, development fees, and the conditions required to comply with environmental laws, such as the California Environmental Quality Act.
9. Gather information on the type or source of agency volunteers. Regular volunteers might be divided into those associated with park organizations, individuals associated with outside groups, and those with no affiliation. "Directed volunteers" might be divided into such categories as court referrals, weekend parolees, and minimum security prisoners.

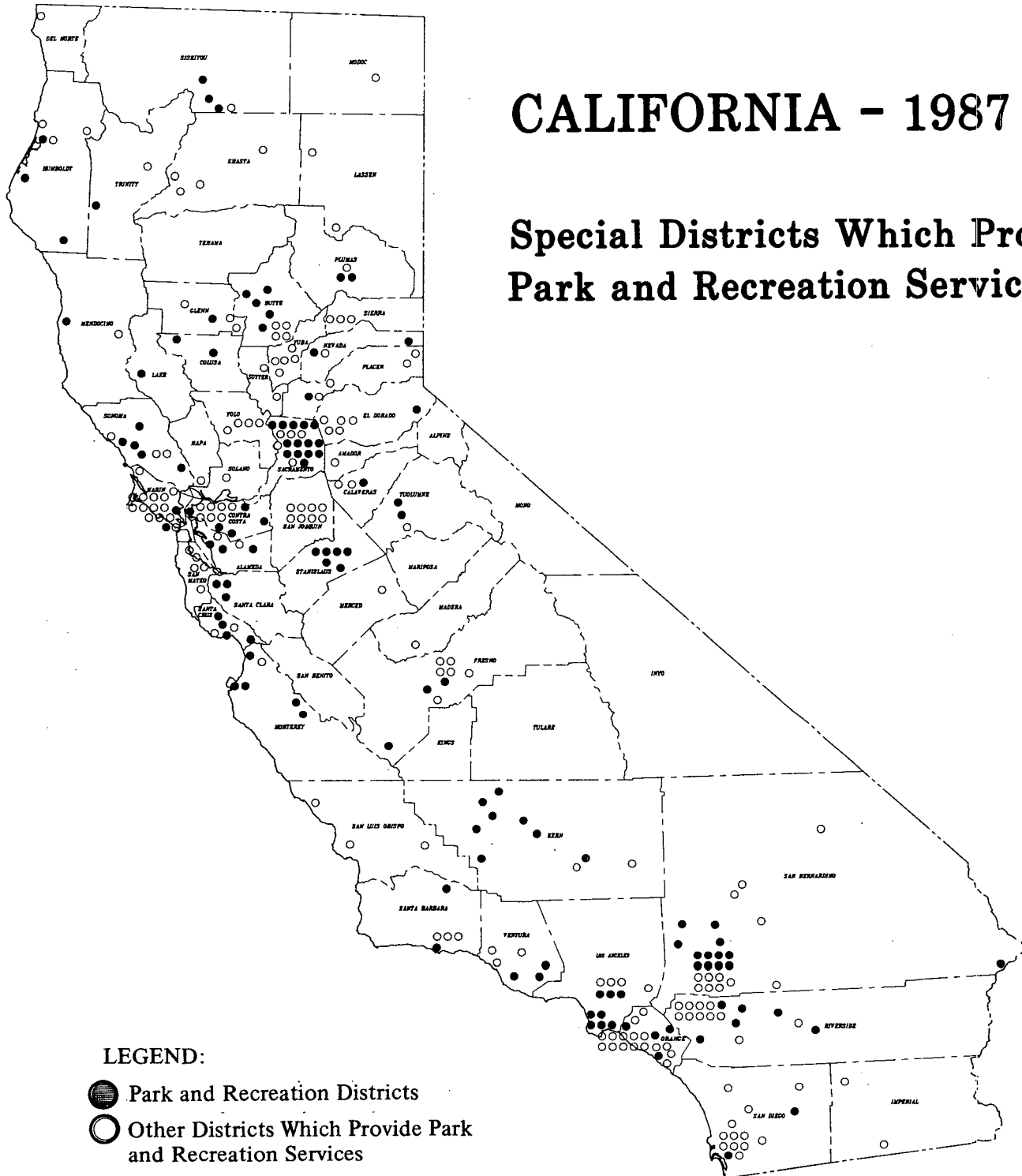




**APPENDIX D**  
**List of Jurisdictions**

# CALIFORNIA - 1987

## Special Districts Which Provide Park and Recreation Services



## PARTICIPATING JURISDICTIONS

### CITIES

#### **POPULATION RANGE 0-9,999**

Adelanto  
Alturas  
Anderson  
Angels Camp  
Avalon  
Avenal  
Beaumont  
Bishop  
Blue Lake  
Blythe  
Brisbane  
California City  
Calipatria  
Carmel-By-The-Sea  
Clayton  
Colusa  
Corcoran  
Corte Madera  
Cotati  
Crescent City  
Del Mar  
Del Rey Oaks  
Desert Hot Springs  
Dorris  
Dos Palos  
Emeryville  
Escalon  
Exeter  
Fairfax  
Farmersville  
Ferndale  
Firebaugh  
Fort Bragg  
Fort Jones  
Fortuna  
Fowler  
Galt  
Gonzales  
Guadalupe  
Gustine  
Healdsburg  
Hidden Hills  
Holtville  
Hughson  
Imperial  
Ione  
Irwindale  
Isleton

Jackson  
Kerman  
King City  
Kingsburg  
La Habra Heights  
La Quinta  
Lakeport  
Lincoln  
Lindsay  
Live Oak  
Livingston  
Loomis  
Los Altos Hills  
Lynwood  
Mammoth Lakes  
Maricopa  
Mendota  
Montague  
Morro Bay  
Nevada City  
Newman  
Orange Cove  
Oroville  
Parlier  
Patterson  
Pismo Beach  
Point Arena  
Portola  
Protola Valley  
Rancho Mirage  
Rio Dell  
Rio Vista  
Ripon  
Riverbank  
Rolling Hills Estates  
Ross  
Signal Hill  
Soledad  
Solvang  
Sonoma  
Sonora  
St. Helena  
Susanville  
Taft  
Tehama  
Tiburon  
Trinidad  
Tulelake  
Villa Park  
Volcano  
Waterford  
Westmoreland  
Wheatland

Williams  
Willows  
Woodlake  
Yountville

#### **POPULATION RANGE 10,000-24,999**

Agoura Hills  
Albany  
Arcata  
Arroyo Grande  
Atascadero  
Atwater  
Banning  
Brawley  
Carpinteria  
Cathedral City  
Ceres  
Clear Lake  
Coachella  
Commerce  
Coronado  
Delano  
Dinuba  
Duarte  
Dublin  
East Palo Alto  
El Cerrito  
El Segundo  
Eureka  
Grand Terrace  
Half Moon Bay  
Hercules  
Hermosa Beach  
Hillsborough  
Hollister  
La Canada-Flintridge  
La Palma  
Lafayette  
Laguna Beach  
Lemon Grove  
Lemoore  
Loma Linda  
Lomita  
Los Alamitos  
Los Banos  
Marysville  
Maywood  
Millbrae  
Montclair  
Morgan Hill  
Oakdale

Orinda  
Orland  
Pacific Grove  
Palm Desert  
Palmdale  
Perris  
Piedmont  
Porterville  
Red Bluff  
Reedley  
Rocklin  
San Fernando  
San Jacinto  
San Juan Capistrano  
San Marcos  
San Marino  
San Pablo  
Santa Maria  
Santa Paula  
Selma  
Sierra Madre  
Solano Beach  
South El Monte  
South Lake Tahoe  
South Pasadena  
Ukiah  
Walnut  
Westlake Village

#### **POPULATION RANGE 25,000-49,999**

Arcadia  
Azusa  
Bell  
Bell Gardens  
Beverly Hills  
Brea  
Burlingame  
Campbell  
Claremont  
Clovis  
Colton  
Corona  
Covina  
Culver City  
Cupertino  
Danville  
Davis  
El Centro  
Foster City  
Gardena  
Glendora

Hemet  
 Imperial Beach  
 Indio  
 La Habra  
 La Mirada  
 La Puente  
 La Verne  
 Lawndale  
 Lodi  
 Lompoc  
 Los Altos  
 Madera  
 Marina  
 Merced  
 Monrovia  
 Monterey  
 Newark  
 Novato  
 Pacifica  
 Palm Springs  
 Paradise  
 Paramount  
 Petaluma  
 Pittsburg  
 Placerville  
 Poway  
 Ridgecrest  
 Rohnert Park  
 Rosemead  
 Roseville  
 San Bruno  
 San Carlos  
 San Clemente  
 San Dimas  
 San Gabriel  
 San Luis Obispo  
 San Rafael  
 San Ramon  
 Santee  
 Saratoga  
 Stanton  
 Temple City  
 Tracy  
 Tulare  
 Turlock  
 Tustin  
 Union City  
 Victorville  
 Vista  
 Watsonville  
 West Hollywood  
 Woodland  
 Yorba Linda

**POPULATION RANGE**  
**50,000-99,999**

Alameda

Antioch  
 Baldwin Park  
 Bellflower  
 Buena Park  
 Burbank  
 Capitola  
 Carlsbad  
 Carson  
 Cerritos  
 Chico  
 Chino  
 Compton  
 Costa Mesa  
 Daly City  
 Downey  
 El Cajon  
 El Monte  
 Escondido  
 Fairfield  
 Fontana  
 Fountain Valley  
 Huntington Park  
 Irvine  
 La Mesa  
 Lakewood  
 Lancaster  
 Montebello  
 Monterey Park  
 Moreno Valley  
 Mountain View  
 Napa  
 National City  
 Newport Beach  
 Norwalk  
 Oceanside  
 Palo Alto  
 Pico Rivera  
 Rancho Cucamonga  
 Redding  
 Redlands  
 Redondo Beach  
 Rialto  
 Richmond  
 Salinas  
 San Buenaventura  
 San Leandro  
 San Mateo  
 Santa Barbara  
 Santa Clara  
 Santa Maria  
 Santa Monica  
 Santa Rosa  
 South Gate  
 Upland  
 Vacaville  
 Visalia  
 West Covina  
 Westminster

Whittier

**POPULATION RANGE**  
**100,000-249,999**

Anaheim  
 Berkeley  
 Chula Vista  
 Concord  
 Fremont  
 Fullerton  
 Garden Grove  
 Glendale  
 Hayward  
 Huntington Beach  
 Inglewood  
 Modesto  
 Ontario  
 Orange  
 Oxnard  
 Pasadena  
 Pomona  
 Riverside  
 San Bernardino  
 Stockton  
 Sunnyvale  
 Torrance

**POPULATION RANGE**  
**250,000 +**

Bakersfield  
 Fresno  
 Long Beach  
 Los Angeles  
 Oakland  
 Sacramento  
 San Diego  
 San Jose  
 Santa Ana

### COUNTIES

**POPULATION RANGE**  
**0-9,999**

Modoc  
 Mono

**POPULATION RANGE**  
**10,000-24,999**

Amador  
 Colusa  
 Del Norte  
 Glenn  
 Mariposa  
 Plumas

Siskiyou  
 Trinity

**POPULATION RANGE**  
**25,000-49,999**

Calaveras  
 Lake  
 Lassen  
 Tehama  
 Tuolumne  
 Yuba

**POPULATION RANGE**  
**50,000-99,999**

Madera  
 Mendocino  
 Nevada  
 Sutter

**POPULATION RANGE**  
**100,000-249,999**

Humboldt  
 Imperial  
 Merced  
 Placer  
 San Luis Obispo  
 Santa Cruz  
 Shasta  
 Ventura  
 Yolo

**POPULATION RANGE**  
**250,000 +**

Contra Costa  
 Fresno  
 Kern  
 Los Angeles  
 Marin  
 Monterey  
 Orange  
 Riverside  
 Sacramento  
 San Bernardino  
 San Diego  
 San Francisco  
 San Joaquin  
 San Mateo  
 Santa Barbara  
 Solano  
 Sonoma  
 Stanislaus  
 Tulare

## **SPECIAL DISTRICTS**

### **POPULATION RANGE**

**0-9,999**

Alba Recreation District  
Alleghany County Water District  
American Canyon County Water District  
Anderson Valley Community Services District  
Angels Camp Veterans Memorial District  
Arden Manor Recreation and Park District  
Arden Park Recreation and Park District  
Baker Community Services District  
Booktrails Resort Improvement District  
Borrego Springs Community Services District  
Burney County Water District  
Butte City Community Services  
Buttonwillow Recreation and Park District  
Camp Meeker Recreation and Park District  
Carruthers Community Services District  
Cazadero Community Services District  
Central Plumas Recreation District  
Daggett Community Services District  
Del Rey Community Services District  
Del Rio Woods Recreation and Park District  
Durham Recreation and Park District  
Ebbetts Pass Veterans Memorial District  
El Dorado Community Services District  
Elk Creek Community Services District  
Fall River Mills Community Services District  
Green Valley Park and Recreation District  
Greenfield Recreation District  
Greenville Community Services District  
Groveland Community Services District  
Happy Camp Community Services District  
Highland Recreation District  
Kensington Community Service District  
Keswick Community Services District  
Knights Landing Community Services District  
La Selva Beach Recreation District  
Ladera Recreation District  
Lake Cuyamaca Recreation and Park District  
Lanare Community Services District  
Lucerne Recreation and Park District  
Malaga County Water District  
Manila Community Service District  
Marinwood Community Services District  
McCloud Community Services District  
McFarland Recreation and Park District  
Mokelumne Hill Veterans Memorial District  
Monte Rio Recreation and Park District  
Mount Rio Recreation and Park District  
Mount Shasta Recreation District  
Muir Beach Community Services District  
Needles Recreation and Park District  
Ord Community Services District  
Rancho Rincando Recreation and Park District  
Richvale Recreation and Park District  
River Pine Public Utility District

Rollingwood-Wilart Park District  
Russian River Recreation and Park District  
Salton Community Services District  
San Andreas Recreation and Park District  
San Bernardino County Special District  
Shasta Dam Area Public Utility District  
Silverado-Modjeska Park and Recreation District  
Soledad-Mission Community Services District  
Stonyford Recreation and Park District  
Strawberry Recreation District  
Tamalpais Community Services District  
Tranquility Irrigation District  
Truckee-Donner Recreation and Park District  
Tuolumne Park and Recreation District  
Weaverville Douglas City Recreation District  
Western Gateway Recreation and Park District  
Westwood Community Services District  
Willow Creek Community Services District  
Windemere Recreation and Park District  
Yosemite Lanes Community Services District

### **POPULATION RANGE**

**10,000-24,999**

Ambrose Recreation and Park District  
Arcade Creek Recreation and Park District  
Big Bear Valley Recreation and Park District  
Bloomington Park and Recreation District  
Calwa Recreation and Park District  
Cameron Park Community Services District  
Castroville Public Recreation District  
Coalinga-Huron Park and Recreation District  
Isla Vista Recreation and Park District  
Lake Elsinore Park and Recreation District  
Mendocino Coast Recreation District  
Olivehurst Public Utility District  
Rim of the World Park and Recreation District  
Rohnert Commission-PRD Fortuna  
Shafter Recreation and Park District  
Tahoe City Public Utility District  
Tehachapi Recreation and Park District  
Turlock Modesto Irrigation District  
Wasco Recreation and Park District  
Yucca Valley Park and Recreation District

### **POPULATION RANGE**

**25,000-49,999**

Apple Valley Recreation and Park District  
Auburn Area Recreation and Park District  
Barstow Park and Recreation District  
Bear Mountain Recreation and Park District  
Beaumont-Cherry Valley Recreation and  
Park District  
Carmichael Recreation and Park District  
Elk Grove Recreation and Park District  
Fair Oaks Recreation and Park District  
Feather River Recreation and Park District  
Frogtown Recreation Development

Fulton-El Camino Recreation and Park District  
Hemet Lake Municipal Water District  
Hesperia Recreation and Park District  
Jurupa Hills Recreation and Park District  
Muscovy County Service Area  
North Bakersfield Recreation and Park District  
Olivehain Municipal Water District, Encinitas  
Orangevale Recreation and Park District  
Paradise Recreation and Park District  
Pleasant Hill Recreation and Park District  
Twenty-Nine Palms Park and Recreation District  
Valley of the Moon Recreation and Park District  
Yucaipa Valley Park and Recreation District

**POPULATION RANGE**

**50,000-99,999**

Armons Community Service District  
Casitas Municipal Water District  
Chico Area Recreation and Park District  
Cordova Recreation and Park District  
El Dorado Irrigation District  
Greater Vallejo Recreation District  
Livermore Area Recreation and Park District  
Mission Oaks Recreation and Park District  
Mission Viejo Community Service District  
Nevada Irrigation District  
Padre Dam Municipal Water District  
Pleasant Valley Recreation and Park District  
Rancho Simi Recreation and Park District  
Southgate Recreation and Park District  
Valley-Wide Recreation and Park District

**POPULATION RANGE**

**100,000-249,999**

Coachella Valley Recreation and Park District  
Conejo Recreation and Park District  
Hayward Recreation and Park District  
Merced Irrigation District  
Monterey Peninsula Regional Park District  
Oceanside Harbor District  
Sunrise Recreation and Park District

**POPULATION RANGE**

**250,000 +**

East Bay Regional Parks District  
Midpeninsula Regional Open Space District

## NONPARTICIPATING JURISDICTIONS

### CITIES

#### **POPULATION RANGE 0-9,999**

Atherton  
Belvedere  
Biggs  
Calistoga  
Chowchilla  
Cloverdale  
Colfax  
Corning  
Etna  
Grass Valley  
Gridley  
Loyalton  
Monte Sereno  
Ojai  
Plymouth  
San Joaquin  
San Juan Bautista  
Sand City  
Sausalito  
Scotts Valley  
Sebastopol  
Shafter  
Sutter Creek  
Weed  
Winters  
Woodside  
Yreka

#### **POPULATION RANGE 10,000-24,999**

Benicia  
Calexico  
Cudahy  
Dixon  
El Paso de Robles  
Fillmore  
Garden Grove  
Hanford  
Hawaiian Gardens  
Lake Elsinore  
Larkspur  
Mill Valley  
Moorpark  
Moraga  
Norco  
Palos Verdes Estates  
Pinole

Port Hueneme  
San Anselmo  
Sanger  
Suisun City  
Willits  
Yuba City

#### **POPULATION RANGE 25,000-49,999**

Belmont  
Encinitas  
Folsom  
Gilroy  
Los Gatos  
Manhattan Beach  
Manteca  
Martinez  
Menlo Park  
Milpitas  
Placentia  
Pleasanton  
Rancho Palos Verdes  
Santa Cruz  
Seal Beach  
Seaside

#### **POPULATION RANGE 50,000-99,000**

Alhambra  
Hawthorne  
Redwood City  
South San Francisco  
Walnut Creek

### COUNTIES

#### **POPULATION RANGE 0-9,999**

El Dorado  
Sierra

#### **POPULATION RANGE 10,000-24,999**

Inyo

#### **POPULATION RANGE 25,000-49,000**

San Benito

### **POPULATION RANGE**

250,000 +

Santa Clara

### SPECIAL DISTRICTS

#### **POPULATION RANGE 0-9,999**

Boulder Creek Recreation and Park District  
Brentwood Recreation and Park District  
Dublin San Ramon Services District  
Dunsmuir Recreation and Park District  
Indian Valley Recreation and Park District  
Joshua Tree Recreation and Park District  
Leavitt Lake Community Services District  
Marin City Community Services District  
Miraleste Recreation and Park District  
New Cuyama Recreation District  
North Tahoe Public Utilities District  
Opal Cliffs Recreation and Park District  
South Tahoe Public Utility District  
Twain Harte Recreation and Park District  
Westfield Recreation and Park District  
Westside Recreation and Park District

#### **POPULATION RANGE 10,000-24,999**

Capistrano Bay Recreation and Park District  
East Yolo Community Services District  
Valley Center Community Services District

#### **POPULATION RANGE 25,000-49,999**

Cypress Recreation and Park District  
North Highlands Recreation and Park District





## APPENDIX E

### Study Credits

*Local Park and Recreation Agencies in California — A 1987 Survey* was designed and accomplished by the Statewide Planning Unit of the California Department of Parks and Recreation.

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